SURVEY Midmonthly

SEPTEMBER JOURNAL OF SOCIAL WORK 1938

Old Age Reserve

BEULAH AMIDON

It Has Happened Before

RICHARD W. HALE, JR.

The Clean Up

BARBARA ABEL

Dear Miss Bailey:

"Am I a Social Worker?"

CHARLES A. NEAL, M.D.

Young Delinquents in New Jersey

JAMES S. PLANT, M.D.

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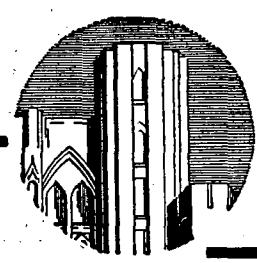

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So They Say

• Common sense may be crushed to earth by prejudice, but it will rise again.—HENRY GODDARD LEACH *in The Forum.*

• I am still old-fashioned enough to think and believe that the only ultimate solution to our present unemployment is through increased business.—JOHN D. ROCKEFELLER, JR., *New York.*

• The problem in creating an informed public opinion is not in putting the information before the public, but in making it stick. An appeal to the emotions makes it stick. —GERALD W. JOHNSON *in The Survey, 1923.*

• Once they [migrants] aspired to a whole section of good prairie land and herds of white-faced cattle; now they hope for ten acres with "wood, water and a garden" and, if WPA or FSA is merciful, one milk cow.—PAUL H. LANDIS, *State College of Washington.*

• From time to time throughout the course of history the state has attempted to mold the family to its own ends, but in the last analysis the family has prevailed. The family molds the people and in the long run the people mold the state.—STANLEY P. DAVIES, *president, Family Welfare Association of America.*

• The lesson of strategic abstention is the hardest lesson to learn: that the most precious is the least organizable; that the most perfect can be least promoted; that the finest flowering of men, like plants, must be left largely to sunlight and air.—T. V. SMITH, *professor of philosophy, University of Chicago.*

• Said an ape as he swung by his tail,
To his little ones, female and male;
From your offspring, my dears,
In a few million years,
May evolve a professor, at Yale.

—*Quoted, author unnamed, by* CHARLES POORE *in New York Times.*

• The problems of the social sciences are essentially international.—ALVIN JOHNSON, *New School for Social Research.*

• After a certain amount of economic privation people get a little sick of hearing about spiritual values.—DWIGHT MACDONALD *in The Forum.*

• Label a man or an action Bolshevik or Fascist and he or it is damned; make the eagle scream out for Americanism, and it, with all the lice that inhabit it, is welcomed into homes. The antidote is science. —RALPH GERARD, *professor of physiology, University of Chicago.*

• Neither religion nor art nor play nor Snow White is an escape from reality. These all are, in diverse ways and different degrees, escapes from banality, from the tyranny of things, from the inhumanity of routine without meaning, from the cramping conception of life as nothing more than a biological process—from all of which persistent and pestilent unrealities, good Lord deliver us.—*Editorial, The Christian Century.*

• It is a literary and intellectual fashion of today to feel picked on.—ISABEL PATERSON *in the New York Herald Tribune.*

• My experience has made me distrustful of rules of thumb. They are a lazy man's expedient of ridding himself of the trouble of thinking and deciding.—*The late* JUSTICE BENJAMIN N. CARDOZO.

• Social work has suffered from over-feminization, a fact that has prevented many men from entering it.—PHILIP A. PARSONS, *professor of sociology, University of Oregon, to National Probation Association.*

• There is uncertainty and confusion on the borderline between relief and (public) works, but under these innocent looking phrases there lies a wide range of problems of economic stabilization.—PROF. C. E. MERRIAM, *University of Chicago.*

• When the people starve in the midst of plenty there is no need to fear the outbreak of war, for war is already here—economic war that blights the lives of mothers, infants and children just as surely as physical war.—DR. FRANK G. BOUDREAU, *Milbank Memorial Fund, New York.*

• We cannot too often repeat the well known and oft-used phrase of the late Justice Holmes; "If there is any principle in the Constitution that more imperatively calls for attachment than any other, it is the principle of free thought—not free thought for those who agree with us but freedom for the thought we hate. —SOLOMON LOWENSTEIN, *New York, to the National Conference of Social Work.*

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The Clean Up

GLADYS *(Helen Cody Baker):* What do social workers do?

O'HARA *(Audrey Hayden):* Do? Why they do the same kind of work that you and me do—they mop up messes.

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SURVEY MIDMONTHLY

SEPTEMBER 1938 VOL. LXXIV NO. 9

The Clean Up

By BARBARA ABEL

Publicity Director, YWCA of Chicago

CHARACTERS: Mrs. O'Hara
Gladys Mahoney

(As they talk they mop, dust, arrange chairs, and pick up papers)

MRS. O'HARA: This way, Gladys. Let's get goin'. Pick up those papers and then we'll mop.

GLADYS: What's goin' on in this place, Mrs. O'Hara?

O'HARA: It's a convention, Gladys, a convention of social workers.

GLADYS: Social workers. Are they sort of social butterflies, Mrs. O'Hara?

O'HARA: Not much they ain't. Why, Gladys Mahoney, don't you know what a social worker is?

GLADYS: No, ma'am.

O'HARA: Ain't you ever been on relief?

GLADYS: No, ma'am.

O'HARA: Ain't you ever been diseased or delinquent or demented?

GLADYS: No, ma'am, not yet.

O'HARA: *(briskly)* Well, you're young yet. You got time. And when your time comes, you'll know who social workers are.

GLADYS: Well couldn't you tell me something now? What do social workers do?

O'HARA: Do? Why they do the same kind of work that you and me do—they mop up messes.

GLADYS: Oh!

O'HARA: Only not little retail messes like we do—they do theirs wholesale. Now take us, we get a certain number of floors to clean, and we do it and quit, but them. My Lordy! *They* got to clean up the country—the hospitals, the schools, the churches, the alleys, the politicians, the laws, the government AND the people.

GLADYS: Gosh, I'd rather scrub floors!

O'HARA: So would plenty of them if the truth was known.

GLADYS: *(puzzled)* If they're so busy, why ain't they home working?

O'HARA: Because, Gladys, every year they gotta get together in a bunch to sort of give each other courage.

GLADYS: And what do they do at a convention?

O'HARA: They make speeches and brag about what they've been doin' in the past year, and explain why they ain't done more.

GLADYS: Is that all?

O'HARA: Mercy, no! They complain.

GLADYS: Complain—what about?

O'HARA: Why about everything, Gladys. The terrible way the country's being run, and what ought to be done about it, and what they'd do if *they* had a chance to run things.

GLADYS: Oh, you mean it's a Republican convention?

O'HARA: *(impatiently)* Land sakes no, Gladys! Social workers ain't like ordinary people. They don't have things like politics or religion or sex.

GLADYS: My goodness, Mrs. O'Hara, what *do* they have?

O'HARA: Oh, they have things like organization and administration and education.

EDITOR'S NOTE: Presented at the annual "after hours" show of the Social Work Publicity Council at the Seattle meeting of the National Conference of Social Work, this skit was adapted for the occasion by the author from her earlier one of the same title published in Follow the Leadership. Womans Press. Price $1.

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GLADYS: *(sadly)* Gee, the poor things. I guess they don't have much fun at a convention, do they?

O'HARA: Well, not as much as the American Legion, but a little more than a Chautauqua. Take tonight, for instance, they're having a Follies show.

GLADYS: A Follies show? What will they do?

O'HARA: Well, they've been settin' in meetings all week moanin' about the problems of the world, so tonight they'll set some more and try to laugh 'em all off.

GLADYS: What kind of problems, Mrs. O'Hara?

O'HARA: *(with gusto)* Well, let's see: How to keep babies from bein' born and how to keep 'em alive after they get born. How to have bigger and better juvenile courts and keep kids out of 'em. How to keep families alive on a relief budget without making 'em like it. How to take care of the lame, the halt, the blind and the old folks.

GLADYS: My, they get you first or last, don't they?

O'HARA: That's their motto—From the womb to the tomb!

GLADYS: I wish I could understand it all better.

O'HARA: Well, now let's see if I can explain it. *(looks around and picks up conference program)* Oh, here's a convention program. Maybe there's something here that would be educational for you. It tells about the speeches and such. Now here's something—"Group Work Record Keeping." Now what does that suggest to you?

GLADYS: *(helpfully)* Record? I got an uncle who has a record—

O'HARA: It's probably a different kind. And here's another—"The Adult Offender"—

GLADYS: Yes, *that's* my uncle!

O'HARA: Keep your family out of this, Gladys. *(turning pages)* Here's a hot one—"Who shall do the 'Little Things' in medical social work?" That means they're arguing about who's going to deliver the babies.

GLADYS: Here's a funny one, Mrs. O'Hara—"E-vo-lu-tion of Social Con-cepts"—What does that mean?

O'HARA: Sure you know what evolution means, don't you, Gladys?

GLADYS: It's making people out of monkeys, ain't it?

O'HARA: Well in social work everything is just the reverse. See?

GLADYS: Oh, yeah.

O'HARA: Look, here's a notebook. Some delegate must have dropped it. Now this will be full of education for you, Gladys. Let's see what it says: "Notes on 'Test of American Democracy.' Things to do—wire Herbert for more money. Send blue dress to cleaners. Cocktails, Olympic 4:30." Well, I can see this is important to some high up delegate—probably a volunteer.

GLADYS: What is a volunteer, Mrs. O'Hara?

O'HARA: *(patiently)* Well, there are two main kinds of social workers, Gladys—the volunteers and the professionals. The volunteers work without getting paid for it.

GLADYS: They do? Why?

O'HARA: Oh, they got better rackets of their own. So they do social work to be obliging.

GLADYS: How can you tell 'em from the professionals?

O'HARA: Well, they have pleasanter expressions. They sit on boards and committees, and come to meetings.

GLADYS: Gee, is *that* all?

O'HARA: No, they have other uses. When there's dirty work to do, like raising money or sayin' the right word to the right politician at the right time, they get the job. This is called community interpretation.

GLADYS: Gee, I wish I could see a real volunteer.

(Enter Volunteer)

O'HARA: You don't need to see 'em, Gladys. All you got to do is clean up after 'em.

VOLUNTEER: Pardon me, but did you find a black notebook? I think I may have dropped it here.

O'HARA: *(aside)* Hist! Gladys! It's a volunteer!

GLADYS: *(aside)* How do you know?

O'HARA: *(aside)* A real social worker wouldn't have said "Pardon me."
Why yes, ma'am, we did. Is this it?

VOLUNTEER: Oh, yes, thank you *so* much. Oh, what a relief! It had all my notes in it on all the meetings. They were simply priceless—

O'HARA: They were, indeed! Excuse me, ma'am, but aren't you a social work volunteer?

VOLUNTEER: Why, yes, I am.

O'HARA: Well, this young girl here is totally ignorant about volunteers, and she'd like to know just what it is you do in social work.

VOLUNTEER: She isn't the only one who would like to know! Well, I'll tell her—

Sings "Remember Me"

I am the volunteer in the community,
You couldn't do without me with impunity,

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I use my brains, when given opportunity—remember me?
I've sat and sat until I'm flat, upon a board,
And though I don't keep office hours (thank the Lord!),
I know the high ideals that we are working toward, remember me?
When you're pressed, and need some money from the chest,
You'll agree, it usually comes through me.
I hire all the staff for their agility,
And keep them on until they reach senility.
I take the ultimate responsibility—remember me?

(Exit Volunteer)

O'HARA: Well, that clears up the volunteers. Now the professionals are sumpin' different again. They get paid for their work.

GLADYS: How much?

O'HARA: Oh, not much, but enough to keep their noses to the grindstone. They're very educated.

GLADYS: More so than the volunteers?

O'HARA: No, but they work harder at it.

(Enter Social Worker, limping)

SOC. WORKER: Gosh, do my feet hurt. Will I be in your way if I sit here and rest a minute?

O'HARA: Sure, sit right down. Am I wrong or are you a social worker?

SOC. WORKER: *(groans)* You're right. I see I carry the marks of my profession on me.

O'HARA: Indeed, you do—circles under the eyes. Now this poor ignorant girl never met a social worker.

SOC. WORKER: She's lucky.

O'HARA: Would you mind telling her what you do in social work?

SOC. WORKER: Well, I'll tell her all I can remember—

Sings "Remember Me"

I like to think that I'm the link that joins us all,
To live a life of service I've received a call,
I'm just a social worker—riding for a fall—remember me?
Although I've brains the fact remains, I give no clue,
I never speak in meetings till I'm spoken to.
I wait till all the members of the board are through—remember me?
When in doubt what social work is all about,
Just ask me, and I'll explain it A. B. C.
For I'm the goat that steers the boat through all the ruts,
Administers all policies—with ifs and buts,
I love my job and quietly am going nuts—Remember me?

(Exit Social Worker)

O'HARA: That settles the social workers, and now, Gladys, you've had a picture of social work leadership from two important leaders. Now do you understand it?

GLADYS: Yes, ma'am, all except one little thing.

O'HARA: What's that?

GLADYS: Who follows the leaders?

O'HARA: Follows 'em? Why, you poor dumbbell, nobody *follows* anybody in social work. Everybody *leads* everybody.

GLADYS: Where to?

O'HARA: Never you mind where to. Pick up that pail and follow me!

(Curtain)

New Jersey Looks at Its Young Delinquents

By JAMES S. PLANT, M.D.

Director, Essex County Juvenile Clinic, Newark, N. J.

TWO years ago the New Jersey legislature established a commission to study the causes of juvenile delinquency and appropriated $50,000 for its purposes. In view of the fact that for many years a large number of able people have been diligently plowing this field, and that the state, in 1936, had many pressing demands on its available funds, an extraordinarily heavy responsibility was placed on the commission.

Winthrop D. Lane, of the division of parole of the State Department of Institutions and Agencies, was chosen as director of the investigation. The commission's recently published progress report—its second, but the first to deal seriously with findings—is replete with evidence of the soundness and balance with which Mr. Lane engineered a complicated and difficult undertaking. The final report, with recommendations, is to come. The present little volume deals with trends in law breaking in New Jersey among individuals under twenty-two years of age during the years 1930-1936 inclusive. The commission reports no sensational findings; in fact its findings in general serve to substantiate on a large scale basis certain assumptions which recently have been crystallizing in the minds of students in this field. They offer no support to the "crime wave" cry of the past ten years, but they offer a clear and

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definite challenge not only to New Jersey but to every other state and community—and that means all of them—where juvenile delinquency exists.

With the aid of WPA, Mr. Lane and his associates collected an enormous amount of statistical data, but there is no evidence that the highly refined statistical techniques that have recently entered this field have been used. Mr. Lane, however, has been at great pains to present only those trends which are so marked that certain statistical refinements could not conceivably alter their import in any important particular.

The work of the juvenile courts of New Jersey, measured in new delinquents per year, has decreased about 42 percent in the seven years covered by the study. There has been a parallel decrease in the number of youths of sixteen to twenty-one years appearing before the adult courts in this same period. However, the age period, sixteen to twenty, still ranks the highest of any five-year life period in its proportionate contribution to serious crime.

The commission points out that its statistics do not cover the total amount of delinquency in the state but only that which actually came to the attention of the courts. It very rightly states that there is no proof that the total amount of delinquency decreased in this period. It is on much less safe ground in its repeated implication that actually delinquency has not decreased but rather that it is being handled much more efficiently without recourse to the courts. It points out that in every part of the state this period has seen the rise of all sorts of community projects for the better understanding and treatment of the delinquent. We are invited to believe that here lies the largest factor in the apparent decrease of delinquency and crime despite the commission's statement that some of these community movements were without funds, some without any semblance of expert help, some of very recent origin, some representing no more than a general community interest in the problem.

THIS point dramatizes a dilemma that has faced the whole field of social work with delinquents over precisely this same seven-year period. On the one hand, it is possible that this reduction in delinquency and crime is real and has been a depression phenomenon. The fact that in 1937 New Jersey showed a rise in delinquencies and crimes treated in the courts seems an indication in this direction. The fact that the commission's findings are almost exactly paralleled in the country-wide figures gathered by the U. S. Children's Bureau and the Department of Justice, figures involving many states where there is no evidence of the rapid development of community agencies that is noted in New Jersey, again points in this direction. Social work generally has never relished this possibility—that certain economic and social phenomena noted during a depression period have been accompanied by more favorable vital statistics such as lower mortality and morbidity rates, lower truancy and delinquency rates and the like. These indications do not check with our cry over this seven-year period that the depression has been destroying the morale of the people.

The other horn of the dilemma is just as uncomfortable. Suppose that the commission is right that in this seven-year period there has been such an improvement in the handling of delinquency and crime that there has been at least a 40 percent reduction in the number of persons under twenty-two who had to be taken into the courts. This change came in New Jersey at a time of greatly reduced private agency budgets, of hastily and crudely constructed governmental agencies, of terrific case loads, of the rise of non-professional community agencies. Does this perchance mean that complicated training courses, small case loads, polished and subtle techniques and so on, are really much less effective than we had thought? Again it would not fit in with our dearly held theories if we should find that a dramatic and reassuring development in the delinquency field occurred in just those seven years that saw, in this state at least, a pronounced disruption of those intricate techniques which social work had been fashioning.

Either way we take it the findings of the New Jersey commission give social workers plenty to think about, and pose the question as to whether we shall not have to re-evaluate much of our professional equipment.

Going on to the commission's finding—that sixteen is the age which, in proportion, contributes more to serious crime than any other. The age period sixteen to twenty outstrips all others and of this sixteen stands first, seventeen second, eighteen third, and so on. It is unfortunate that the report does not compare this with the delinquency years below sixteen.

FROM the start of this investigation Mr. Lane and his associates were interested in what the institution inmate himself had to say about his debut into delinquency. The commission has collected a large number of "own stories" from inmates under twenty-one but has deferred publication of them until its final report. Here it offers only the statistical material collected by means of questionnaires. About 1500 sets of answers could be tabulated.

A great many of the young offenders said that they were not understood at home but beyond that they attached little if any "blame" for their plight to their families. From this it would appear that a youth is totally unable to evaluate the forces of his childhood years; or that the lawbreaker naturally "blames" organized society, the school, the police, and the like, or that the family-centered philosophy of the child guidance movement is in error. Each of us may make our own deductions and will, probably, from where we sit.

More than half of these youths had been no better than fair in school; more than half noted trouble with their teachers. Seventy percent of the older group felt that teachers had been unfair to them. Two out of three had been excessive truants. Over half of the truants had been taken to court on that account and more than a third were first placed in an institution because of truancy. Some of the best passages of the commission's report discuss the responsibility of the school toward the real needs of unacademic children and challenge the common sense of treating truancy with institutionalization.

Other factors to which, in the questionnaire, many of the young delinquents attributed a part in their difficulties are those long stressed by social workers: "bad gangs"; association with older boys with previous institutional experience; unsupervised recreation; relatively poor church connections; authoritative rather than understanding treatment by police and courts; all these appear in the youths' own picture of how they got to be the way they are.

Another section of this report deals with the fact that New Jersey cannot extend the juvenile court procedure to cover the age group just above sixteen without a change in the state constitution. It also questions the wisdom of

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attempting such a step so long as many of the present juvenile courts completely lack a socialized point of view. There is even serious question, it appears, as to whether the juvenile courts, as now constituted, are operating legally in the matter of serious offenses. On this last point the state clearly needs to know where it really stands.

A section is devoted to discussing the unevenness in court procedure and recording, and in part to pointing out that the rapidly growing use of police recorders, referees and the like, as a decentralizing factor, is a constructive move. However, the commission is of the opinion that this latter procedure has been dictated more frequently by false ideas of economy and by carelessness than by the hope of handling the problems of children without formal court atmosphere—and it properly denounces that sort of thing.

Pending the final report and recommendations of the commission the present report solidly and convincingly poises the cat on certain muscular balances of facts:

Our juvenile courts are doing much less business.

There has been a rapid increase of interest and of agencies for handling delinquency without recourse to the courts. (This fact has had something to do with the preceding one and the commission optimistically poses that it has had a great deal to do with it.)

In the frustration of the child's development and in the provision of an environment from which the delinquent is vigorously trying to escape, the school stands out as the agency primarily responsible.

Our hope for the reduction in delinquency lies in every sort of "pre-court" community service but most easily and efficiently in the realm of school adjustment.

With this as the situation there are but two ways in which this particular feline can jump. While the commission undoubtedly will recommend practical steps toward greater efficiency and richer socialization of present police and juvenile court machinery, its main drive apparently must be toward the further development of pre-court agencies within the community. Will New Jersey follow the easy way, already widely publicized, of introducing the police and the methods of the court into these areas, notably into the schools? Or will she go on the high venture of reordering her housing, her recreational facilities, her school curricula, really to finish the job that these seven years have so well started?

Education—in the home, on the street, in the school—is persuasive, not authoritative. It only shackles itself if it takes over the functions of the law. The juvenile court has been a forward step only where it has freed itself from the methods and philosophy of the criminal court. Similarly, community agencies of a pre-court sort are mockery if they merely give delinquency a new name instead of really preventing it.

The real question, national and local, raised by this sound, well-balanced study is this: shall we build up more and better community agencies for pre-court dealing with the young delinquent, or shall we concentrate our forces on pre-delinquency dealing with the child?

It Has Happened Before

By RICHARD W. HALE, JR.

School of Public and International Affairs, Princeton University

IN theory, nothing is easier than the application of the lessons of history to the current scene. The historian comes to the practical man with an account of how it was done the time before or the time before that, a hundred or two hundred years ago; the practical man welcomes him eagerly and uses his information as a guide.

In practice it does not work out that way. Whenever I draw historical parallels between the past and present in poor relief, using my knowledge of the English New Poor Law of 1834, my social work friends have two answers: if I justify their actions I am doing excellent research; if not, I am forgetting that the problems of the present must be met with the methods of the present. They are so close to the situation as it is right now that they are interested in analogies only if the analogies are so exact as to fit not only the situation but also their mood as they view it.

However, that should not discourage the historian from offering his help. If he knows anything about the past that is worth knowing, he understands its moods as well as its facts, and knows which arguments obtained hearers. He merely goes back to his records, and, in the closest parallel to the present situation which he can find, digs out the arguments that were most effective. Then, with more hope of convincing, he urges the consideration of certain facts which were listened to when people were in much the same mood over much the same problems as they are today.

The historical reason for believing that these particular new-old facts about administrative methods in giving relief will be listened to is that the Rev. J. T. Becher's book, The Anti-Pauper System, advocating them, was a best seller between 1830 and 1834. Their applicability today may be tested against the way the Rev. Mr. Becher's methods worked out, when applied on a nation-wide scale.

If the readers of *Survey Midmonthly* knew no history and no sociology, I could embark upon my argument at once, with a description of the administrative methods used in England after 1834 to make sure that only those that needed relief got it. But to those who know anything about this period, one aspect of the New Poor Law of 1834, the workhouse test, so overshadows all the rest, that it must be made clear that that is not what I am talking about. The law permitted shutting the unemployed into workhouses; its administration consisted of so much propaganda about that power, that the easier methods I am about to describe were considered relaxations rather than restrictions. Subsequent historians and sociologists have been deceived by this propaganda into believing that the Poor Law Commission actually did what it so loudly announced it might do. That fact has obscured the actual methods of "dispauperization" by which, in the years 1834-41, the Poor Law Commission and its seventeen assistant commissioners, cleared the relief rolls of all England, and cleared them with little trouble.

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The Poor Law Commission's first act, as ordered by the law, was to set up new supervisory bodies for relief on a more democratic basis. This was accomplished by the assistant commissioners in their trips about England. The purpose was to gain improved supervision; the actual result was to cut the relief lists at once. For this new administrative machinery meant a shake-up of control and a re-examination of every case receiving relief. A certain number of cases just did not appear for re-examination; more were found no longer to need relief. Curious as it may seem the most serious chance of trouble came at this preliminary stage. If a great crowd of unemployed were assembled for examination, all of them fearing they would lose relief, a riot might break out. Sir Francis Head, an assistant commissioner, was besieged for several hours in a parish church in Kent, just because he had not been wise enough to examine cases a few at a time and to give them the assurance of a long and thus a fair hearing. Once that had been learned—and after Sir Francis's experience there was only one more such riot, again from foolishness on the part of the assistant commissioner—these first steps alone largely cleared the relief rolls. Because there was a genuine attempt to help the needy as well as to get rid of chiselers, the shake-up was accepted in good spirit.

THE next step was to cut the costs of relief by giving half of it in food, not money. Here a great problem was to make sure that the grocers did not object. To them the direct loss of money in relief orders always loomed larger than the benefit of making their clients solvent. It took tact on the part of the assistant commissioners to make them see the light. Only once did trouble come from this policy, when the bakers of South Nolton in Devon caused a riot. A petition against losing their graft, from some foolish bakers in Kent, made excellent propaganda for the commission. The advantage of giving half the relief in rations was two-fold. In the first place, money was saved by large scale buying. Second, there was an inducement to clients to get "off relief," because any standardized diet, however good, is tiresome. This policy had the surprising end result of making people healthier as a result of food of better quality, as well as more desirous of working.

Immediately afterward a new system of accounts was adopted by the Poor Law Commission. Since it was standardized and required "fixing" three books instead of one, it was very successful in discouraging anyone who wanted to peculate. In fact, not only English relief but all English local government today is based on that discovery. Daniel Adey, assistant commissioner for Hertfordshire and Bedfordshire, who brought in the new system, is one of the unsung heroes of English history, for from his account books and the auditors he trained has grown the famous English auditing system, a check on graft.

Next, payment of rent from relief money was prohibited. Here was a second group, the landlords, who had to be converted from a short-sighted view to a long-sighted one. They had discovered that they got rents more quickly from a solvent relief authority than from hard-working men who lived from hand to mouth. Most of the landlords unconsciously, some consciously, took to renting only to those on relief. This situation had forced men on relief in order to get shelter. When relief in rents was prohibited, the landlords were turned from unemployment agents to employment agents. They now found that their interests lay in working to bring back prosperity instead of destroying it. This required salesmanship on the part of the assistant commissioners, but they were successful except in Wales, where one of them, Thomas Stevens, could not speak the language.

When these methods had been applied and had accomplished all they could, the work-test was introduced. All those able to work were asked to do so. These employables were always free to go off and look for other work, but if the town needed, say, material for its roads, it set those on relief to breaking up stones. To the loafer, this was a strong reminder of easier ways of getting money; to the man honestly desiring work it was just the treatment he wanted, since it recognized that he was trying to earn his living and kept up his self-respect by giving his relief as a return for work.

Let us skip the workhouse test. Its method was to have labor performed inside a workhouse, in which were put first the unemployed men and separately, their families. The reasons for this, administrative and contraceptive, no longer have any importance.

But a new group had to be conciliated; and here is a modern touch. In the North of England the early trades union leaders feared that wages might be cut. Alfred Power, the assistant commissioner who introduced the new law, did it very hurriedly, and being a "Fellow of Downing College," he, like some of the college professors of the New Deal, rubbed many people the wrong way. One town, fearing low wages, ran him out on the English equivalent of a rail. It took hard work by Charles Mott, the practical trouble-shooter of the assistant commissioners, to get Yorkshire and Lancashire to see that here was no attack on wages. One of Mott's reports describes the amazement shown by an opponent of the New Poor Law on finding that an assistant commissioner, of whom he had heard so much evil, was a human being. But Mott was helped by the fact that wages actually rose, if anything, and the improved efficiency in relief was highly popular.

THE work-test was the next to last stage in this nineteenth century relief shake-up. It was designed to separate employables from unemployables, leaving on relief the genuine unemployed and the most confirmed slackers. Then the vagrancy and non-support laws, which had not been functioning, could be enforced on wanderers and those who deserted their families. Such "hard cases" as could be redeemed by severity were so redeemed. That was because the relief lists had got down to bedrock.

Now it frequently has been said, by the Webbs and others, that the administrators of the New Poor Law of 1834 did not realize the problem of the psychological misfit who still was left. This is putting the cart before the horse. The psychological misfit and other problems of poverty were uncovered by this great clearing of the English relief rolls. Furthermore, the first great modern attack on the problems of society sprang from this dispauperization.

Consider the actions of Edwin Chadwick, secretary of the Poor Law Commission. He helped organize the county police forces of England, brought to light the scandalous medical laws that allowed apothecaries to practice medicine, and roused public sentiment against the disgraceful housing conditions of his day. Most of Engels' famous diatribe against the conditions of the English working class in 1844 is taken from Chadwick's Report on the

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Sanitary Condition of the Working Classes, a government document of 1843. Furthermore Chadwick did something about it, a result being the establishment in 1847 of the Central Board of Health, with control over housing and sewage, from which the present Ministry of Health is a lineal descendant. English education and its steadily rising standards date from the work of an assistant commissioner, Dr. J. P. Kay (later Sir James Kay-Shuttleworth) who found that dispauperization cleared the path to the formerly concealed evil of a grossly inadequate education.

What then can the practical man glean from these facts which the historian has set before him? First of all, he might learn a technique for clearing relief rolls that once worked justly, and might again be applied, in whole or in part. This hundred-year-old remedy included, in summary: a shake-up of local control and local relief lists; relief given partly in food instead of money; improvement and cross-checking in local accounts; the end of relief rents; use of a work-test; and—last of all—the application of the vagrancy and non-support laws to those who had been given every chance and had shown themselves to be loafers. Subsequent relief, which continued after the shake-up, was more efficient and more beneficial than before.

As a second lesson, the practical man could note that this system required able and tactful personnel of the type traditionally connected with the higher grades of the English civil service, and that by creating a need it brought them into public administration. In fact, the present requirements of the English Home Civil Service sprang from the lessons learned by the Poor Law Commission.

Third, and most important, besides affording an argument for civil service reform, this relief technique affords a chance of coming to grips with social problems, such close grips that the problems are definitely measured.

If these methods gave the Rev. J. T. Becher a running start in improving his native Nottinghamshire, and Edwin Chadwick for improving all of England, might they not give the practical man of today—if he can apply some of them to the current scene—a running start toward getting things done in the United States of America?

Women Alone

By KATHRYN CLOSE

UNATTACHED women on relief, an old and baffling problem to social workers everywhere, recently have been the subject of close scrutiny by the Women's Bureau of the U.S. Department of Labor. While the study was made in Chicago, the problem is common in all cities, and the recommended plan of treatment is basic.

The report,* based on a study of 604 women under sixty-five years of age, unattached and on relief, finds the causes of their situation in the weakening of the family group, technological unemployment, and an increased life span coupled with a decreased employability span. More than three fourths of the women were over forty ("old" for job-seekers), their ambition destroyed by general hopelessness. On inadequate relief allowances, their shabby clothes made job-seeking doubly difficult.

A great percentage of these women were disabled by mental or physical illness to an extent affecting their employability. Over one fourth were totally incapacitated; others were suffering from conditions which under proper medical care could be corrected, thus increasing their ability to work. However, the report showed the impossibility of effecting any such improvements under the present Chicago relief set-up, handicapped by large case loads and inadequate administrative funds.

In spite of the widespread belief that relief rolls are composed of "lazy loafers" 75 percent of the women studied were found to have been at one time either completely self-supporting or independent because they were adequately supplementing a family income. The other 25 percent were widowed housewives or others who had lost their chief means of support through some misfortune. Of those formerly employed 60 percent had been in domestic and personal service, but only one eighth ever had had a job lasting as long as five years. The longest job for 55 percent of them had been less than two years in duration. Low wages had precluded saving for needs of illness or of old age.

Seeing a great need for more individualized treatment which might save many of these women from becoming permanent unemployables, the report urges an enlargement of the relief staff so that adequate case work might be done, with increased attention to the physical disabilities of the women. Along with this is recommended a more scientific classification of the employability of unattached women on relief. For those without skills or whose former trade has been killed by technological improvements, vocational training is suggested, with restraining for those former household employes who seem unable to get and keep jobs in a field where jobs are actually plentiful. A study of vocational opportunities was advised to include work projects such as self-help cooperatives or goodwill industries for those only partially employable and unlikely to regain complete independence.

Because of the large number of former domestics found among this group of lone women on relief the report suggests "an intensive study of household employment with a view to its greater security" and particularly urges the extension of the social security program to household employes as well as improved standards for hours, wages and working conditions.

The report describes as "wretched" the living conditions of these women while on relief. Their average allowance is about $22 per month; their maximum rent allowance $12, which rarely covers the full amount. Consequently money from the food allowance is often used to supplement rent and for other necessities. Evictions are frequent, especially for those living in furnished rooms. To alleviate these conditions the following recommendations are made: larger relief allowances, especially to include the payment of rent in full; placement in a boarding home for those sick or aged for whom an institution or home relief seems unsuitable; a long range program for the permanently dependent providing especially for a federal-state system of invalidity assistance to those unemployed because of illness.

* Unattached Women on Relief in Chicago, 1937, by Harriet A. Byrne and Cecile Hillyer. Price 15 cents from the superintendent of documents, Washington, D. C.

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DEAR MISS BAILEY:

"Am I a Social Worker?"

By CHARLES A. NEAL, M.D.

Superintendent, Hamilton County Home and Chronic Disease Hospital, Cincinnati, Ohio

LIKE the people on whose conversation you eavesdropped [see Miss Bailey Says . . . *Survey Midmonthly,* May 1938, page 169], I am puzzled about this business of who is a social worker. I am puzzled about my own case, for here I am, pushing aside pressing duties of my daily job while I try to balance accounts for the Social Workers Club of Cincinnati. If I am not a social worker how do I happen to be chairman of the club's ways and means committee? Am I a social worker *de facto,* even though I am not eligible for membership in the American Association of Social Workers?

Before you answer that question let's take a look at the record, starting some thirty years back when social work went by other names than it now does.

In 1906, as a senior medical student, I was appointed interne at the Out-Door Obstetrical Clinic of the Ohio Maternity Hospital where each student, prior to graduation, was required by law to see two deliveries. It was the obligation of the two internes to bring in enough cases to supply this requirement, about a hundred cases a year.

My colleague and I secured these cases by various means, but our favorite was to work the markets where women gathered to buy their daily provisions. We would walk through the market places, empty grips in hand, until we saw a perceptibly pregnant woman carrying a loaded basket. We knew she wouldn't be carrying it very far, so, gallantly, we would offer to carry it home for her, in the meantime introducing ourselves and our wares.

From June 1906 until July 1907, my colleague and I delivered practically a hundred babies in Cincinnati neighborhoods well known to social workers then and since. I recall one case in the Mohawk District where three interpreters were used; English to German, to Hungarian, to Polish and back again. We made our own layettes; did our own nursing, ironed out family difficulties and, when necessity demanded, made our own arrangements for hospital treatment. This was my initiation into one phase of what is now called social work.

A couple of years later, with a budding private practice in a Cincinnati suburb I was appointed township physician. I soon found that the medical treatment of indigents was a minor part of the job. The township physician did all the family case work and everything else that now comes under the head of social service. He took the medical and also the social, financial and economic history of patient and family. He was called on not only to give medical treatment, but to give material relief, find jobs, "reform" unruly children and so on, all under circumstances that tested his ingenuity to the limit.

I remember a case, reported as "cramps," on which I was called one bitter cold midnight. So impassable were the roads that I had to walk the last two miles on the railroad track. I carried only the equipment to treat a case of ordinary stomach distress. What I found when I reached the crazy shack at the end of my trek was a patient well advanced in labor. There was no time to go back for obstetrical supplies, and the house was barren of anything suggesting them. Finally I found a bit of string and an old pair of scissors and put them on to boil. Just as the baby was delivered, the one oil lamp sputtered and went out. Using one safety pin and a few eight-penny nails I made a binder from an old lambrequin and presently departed to return next morning and complete my work. The case made a beautiful recovery. Ever since, I have held that there are some places where even a self-respecting germ will not hang about.

After three years I was appointed district physician in a small city near Cincinnati. Here, too, the work was as much "social" and "welfare" as it was medical. One of my duties was examining school children for communicable diseases. The idea of constructive and preventive medicine had slight foothold at that time in our city and my recommendations for the correction of physical defects met with a sales resistance that today's workers do not know.

However, these were profitable days from an educational viewpoint. When you undress a school child for a physical examination you learn many things, for the condition of the child and its apparel often gives a clearer picture of the home environment and conditions than an actual call would disclose.

In January 1913, I was appointed physician at the Hamilton County Infirmary. Here again it was my job to handle much of the work now done by the Social Service Department, such as the investigation of the physical, social, economic and political status of the applicants.

BEGINNING in 1916, came three and a half years spent in various parts of the United States, France and Belgium, in the uniform of the United States Army. But even under these circumstances I did not find myself entirely divorced from social work. There was the Mexican settlement that I had to clean up—and make 'em like it; the company of seventy illiterate Negroes whom I taught to write their names. In France there were endless personality difficulties to be dealt with—officers, nurses, soldiers, citizens, local authorities. In the village where our hospital was situated tensions of many months' standing with our French employes were dissolved when one of our doctors, who didn't fit in the army and wanted to be a pediatrician, was assigned to operate a baby clinic for the offspring of those employes and their relatives. The thinly veiled animosity of the local gendarmes toward us melted away when we opened our canteen to them. I could tell plenty of case stories and I am sure that our modern case workers would recognize the various "therapies" employed.

For nine years, from 1920 through 1928, I was health commissioner of Hamilton County, Ohio's second most populous county. Here I was operating in that twilight zone between public health and public welfare but my constant associates were people actively engaged in recognized, organized social work.

The extent of the overlapping between public health and public welfare work may be illustrated by a story that began with a child who, under the regular school examination, showed indications of incipient tuberculosis. A public health nurse followed the case to the home. The

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father, we found, had advanced tuberculosis, two of the five children had active tuberculosis and one showed evidence of the onset of the disease. The other two children and the mother were in dire need of constant supervision. Arrangements were made to send the father to the tuberculosis sanatorium and, while he was undergoing treatment, to secure a mother's pension for the family. Everything seemed settled when the family reneged and said that the father would remain at home. Why? Because, as we at length discovered, there had been no marriage ceremony and the family was not eligible for the mother's pension. A ceremony was indicated, but the parents objected because of what neighbors might say and because the children "would be hollered at in school."

We then secured for them a special P.D.P. (please don't publish) license and I bespoke the services of my old army chaplain to perform the ceremony. The wedding arrangements were all set, but again the participants balked, this time on religious grounds. The mother's people were Bible-belt Protestants, the father's were Catholic. Both sides of the house, or so it seemed, could "take" the fact of the five illegitimate children but not the formality of a wedding ceremony. So again the marriage was called off, with health conditions in the home becoming increasingly serious.

Finally, the mother became convinced that the solution lay in her embracing the faith of the father. I then went to the Rt. Rev. Msgr. R. Marcellus Wagner, head of the Catholic Charities, and told him the whole story. He was wise and helpful and eventually we had a wedding. The health commissioner as best man, the public health nurse as bridesmaid, the father in a new suit and the bride carrying two babies, one unborn, with a two-year-old tugging at her skirts, constituted the wedding party. The father went to the "San," the mother got her pension and, with the aid of relatives, moved to a five-acre plot in the suburbs, where with a cow and some chickens she started her family on the road to rehabilitation and health. Whether I am a social worker or not I think that this was social work by any definition.

At the end of nine years as health commissioner, I found myself on the governing boards of the Visiting Nurses Association, the Anti-Tuberculosis League, the Public Health Federation and the Heart Council, as well as the recipient of a medal for five years' continuous, meritorious service to the Girl Scouts. I was also active on several committees of the local chapter of the American Red Cross.

During 1929 and 1930 I served as director of health for the state of Ohio, and again found that there is no distinct differentiation between the activities of the health and welfare departments.

Then came two years as associate executive secretary of the Ohio Public Health Association, with my efforts directed toward the organization of local anti-tuberculosis societies. During this period I attended the first Great Lakes Institute of Social and Health Workers at Geneva, Wis., thus deepening my contacts with social workers.

Returning to Cincinnati at the beginning of 1932, I was appointed superintendent of the Hamilton County Home and Chronic Disease Hospital, an institution which cares for some 1100 indigent and chronically ill persons. By that time I knew social work when I saw—or did—it, and although my position was nominally in the field of medical care the major portion of the work was social work.

For six years now I have been engaged in work for the indigent, infirm and chronically ill, cooperating hand in hand with the officers and social workers in the private social agencies of the city and in the welfare department, the children's court, the adult probation department, the mothers' pension department and all the other divisions of the county government that are concerned with public welfare work. Increasingly I have been drawn into the local activities of social work agencies serving on more boards and committees than I like to count. My constant associates are social workers: we speak the same language, have the same approach to problems of social welfare, work for the same objectives.

Well, Miss Bailey, there is the record—thirty years of constant activity in what, by no nicety of vocabulary can be called anything but social work, even though the approach was from the angle of public health. Yet I am ineligible for membership in the American Association of Social Workers because I never have had three hundred hours of properly supervised field work with an "accredited" organization. In spite of the experience I have accumulated I find that all I can do is to sit on the various boards that hire and fire members of the American Association of Social Workers.

So again, Miss Bailey, I ask you—am I a social worker?

Old Age Reserve

By BEULAH AMIDON

FOR months, the Old Age Reserve has been a storm center. Anti-administration editorial writers and columnists have warned workers who are paying old age security taxes out of the weekly pay envelope: "the government is playing ducks and drakes with the social security money"; "no use counting on that money for your old age—it won't be there." Because of the resulting confusion and anxiety it seems worthwhile to look briefly at the Old Age Reserve, in practice and in principle.

John Jones is a punch press operator earning $30 a week. But in his pay envelope John Jones receives $29.70 and a notation that the employer has deducted 30 cents for the old age security tax. To this contribution of John's, his employer adds a 30 cent payroll tax. Periodically the employer makes his report and forwards contributions from his plant to the Bureau of Internal Revenue. What happens to the money? The money goes into the General Fund as do all other moneys received by the government—the funds deposited in Postal Savings and invested in "baby bonds," for example, as well as income tax receipts, postal receipts, import duties, and so on. The General Fund can only be used as authorized by congressional appropriation. Title II of the social security act authorizes Congress to appropriate annually to an Old Age Reserve Account in the U.S. Treasury an amount sufficient to provide for old age benefit payments, on a reserve basis. This means that the amount of the appropriations shall take into account not only the sums which must be paid out in claims during the fiscal

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year, but also the increasing future demands on the fund.

In comparable fashion, a family, considering the year's budget, takes into account not only the necessary expenditures over the next twelve months for food, clothing, shelter, medical care, and so on, but also the fact that fifteen years hence little Jim will be ready for college. The sum Jim will need at Siwash in 1953 must be considered in drawing up the family budget in 1938. Jim's parents may put aside a fixed amount each year in the savings bank for the boy's college course, or take out educational insurance, or invest in stocks or bonds, or make any one of several other arrangements. The social security act gives the Secretary of the Treasury no leeway. He must invest such portion of the amounts appropriated to the Old Age Reserve Account as is not, in his judgment, required for current withdrawals, and he is limited in his investment to interest-bearing obligations of the United States or obligations guaranteed as to both principal and interest by the United States, yielding not less than 3 percent per annum. This means that the Treasury sells its obligations to the Old Age Reserve, and the receipts from such sales are treated exactly as though the obligations had been sold in the market. This flow of funds into and out of the Old Age Reserve Account may be followed in the weekly Treasury statements. Up to the end of March, $636,100,000 had been invested to the credit of the Old Age Reserve, and $577,447,532 had been collected from the taxes for old age insurance purposes.

Suppose little Jim's parents decide to provide for Jim's college course by making a weekly deposit in the savings bank. Each week, Jim Sr. hands two dollars through the wicket to the teller in the local savings bank. The teller makes an entry in the depositor's bankbook, puts the deposit slip on the spindle, counts the money into the till. What becomes of the money? The bank does not hoard the currency—it invests it. And at the top of the list of investments which the bank or a mutual life insurance company may make under the state banking laws, you will find listed "government bonds."

A widely-quoted columnist recently stated that the Secretary of the Treasury is taking the old age security funds "to run the government" and putting in the account "pieces of paper" or "I.O.U.'s." And in a sense, of course, this is what the Secretary is doing. For what is a check, a stock certificate, a note, a bond but a "piece of paper," an evidence of indebtedness, its value in the end dependent wholly upon the resources and the integrity of the signer of the "piece of paper"? If the government goes bankrupt, neither its bonds nor its currency has value. But the fact that the Treasury, instead of the savings bank, holds the obligations which represent payments into the Old Age Reserve does not change the character of the transaction or of the bond.

IN charging that the Old Age Reserve is mishandled, critics of the scheme are playing on the fact that few of us know anything about the workings of finance. To say that the money contributed by wage earners and their employers is being "spent," to call government bonds "pieces of paper" and "I.O.U.'s" is to stir up a lot of fear and misunderstanding. The Old Age Reserve is as "safe" as the government of the United States. That is, invested in government bonds, it is as safe as any money can be in an uncertain world. The clamor, however, has obscured other aspects of the Old Age Reserve which need the widest possible understanding and discussion.

Two factors must be kept in mind in considering the reasons for an Old Age Reserve. First is the increasing number of persons who will be eligible for benefits year by year, with the addition to each year's load of those reaching the age of eligibility in the following year—a number which mortality tables show will far exceed the number of annuitants who will die each year, though the scheme will eventually reach a state of equilibrium. Second is the increasing proportion of the aged in the population, due to the increasing life span, the limitations on immigration, the falling birthrate. Thus benefit payments in 1942, when the plan begins to pay, will amount to about $52 million; in 1980, payments will be some $3500 million; the peak will not be reached before the year 2000, and after that the steep upward "curve" will flatten out to a fairly level line. When the program is in full swing, contributions equivalent approximately to 5 percent of wages and 5 percent of payroll (10 percent in all) will be required to meet benefit payments on the present scale, computed on the basis of average annual earnings of $1100 a year over a forty-five year period for the workers included in the plan. But under the present scheme, contributions will not exceed 3 percent from employers, 3 percent from employes. The balance is to be made up by interest on the reserve which, it is estimated, will eventually reach the staggering total of $47 billion. This interest will have to come out of general taxation.

"But," John Jones objects, "I have made my contribution to the reserve—must I also help pay interest on the money I have already paid in?"

THAT depends on how the Old Age Reserve is used. If used to cut down the publicly held national debt, then it represents a saving, not a further liability. Go back to little Jim and his college fund. Perhaps instead of putting aside savings to meet that future charge, Jim's parents decide to pay off the mortgage on the house, and liquidate a note at the bank. When the time comes, they will have to pay Jim's college expenses. But they will not have to pay Jim's college expenses plus the interest on the mortgage and the note. They will have made their savings not by accumulating a fund in the savings bank, but by releasing future income. The analogy is not exact (analogies seldom are), but it may help make clear the troublesome point that a reserve used to reduce the national debt is, from the standpoint of the years ahead, money "saved."

There is, however, the possibility that, with the Old Age Reserve to include in its calculations, Congress will be tempted to carelessness in appropriations, that the money will not be used to reduce the national debt but rather to make it possible to pile up the debt unnecessarily, because the reserve is at hand. Most human beings, being human, are less careful to make every dollar do full duty when some little windfall has unexpectedly sweetened the bank balance, or when there is a sum of money not immediately needed lying in the savings account. Further, the presence of the reserve is apt to prove a constant temptation to pressure groups to campaign for increased benefits, without regard to the effect on the solvency of the scheme.

Much more fundamental is the danger of so large a reserve to the total economy of the country. Speaking generally, the money put into the Old Age Reserve by wage earners and their employers is not money which would otherwise be "saved," that is, added to the invested portion of the national income. Except for the fact of the old age benefit scheme, these are funds which would be spent, in general, for consumers' goods. Take John Jones' 30 cents.

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If it were not deducted by his employer and invested by his government, that 30 cents would be absorbed in the weekly budget of the Jones family, to buy six pounds of sugar, three quarts of milk, school supplies for little Jim, or tobacco for the wage earner. Multiply John's 30 cents—consider that the old age security taxes collected will eventually reach $2 billion a year, and it is clear why thoughtful economists fear the effects of such a dislocation of our spending-investment balance.

PROPONENTS of the reserve hold it is as necessary in a vast social insurance scheme as in a private life insurance company. But Abraham Epstein, director of the American Association for Social Security, has recently objected:

> A government does not need a reserve to pay benefits because unlike a private insurance company, it does not rely solely on premiums but rather on its unlimited power of taxation. Social insurance funds are derived not from voluntary contributions but from enforced taxes. A participant in a government plan cannot discontinue his payments as a private policyholder can. Unlike a private insurance company also, a nation cannot invest its funds in private industry and share in the profits. It invests funds only in its own securities and pays interest to itself. The building up of huge governmental social insurance reserves is therefore not only an empty gesture in terms of the future because of the rapid changes in the value of money, but reserves of such astronomical sums as $47 billion are fraught with the gravest economic and social danger, since they freeze sorely needed purchasing power.

The building up of an Old Age Reserve rests on certain assumptions in regard to the old age insurance plan in this country: 1. It is to be a pay-as-you-go scheme. (Carelessly used, this phrase means that in-payments equal out-payments in any one year. But in a realistic sense, a pay-as-you-go scheme must make provision, as does the Old Age Reserve, not only for immediate charges but for specific future obligations); 2. Payments are to be on a sliding scale, based on the amount and duration of contributions; 3. Total wage and payroll taxes are never to increase above 6 percent; that is, the plan is to pay for itself—there is to be no subsidy from general tax funds.

What are the alternatives to an Old Age Reserve on the scale these assumptions require?

First, the scheme could be taken off the real pay-as-you-go basis, which attempts to provide for accrued liability as well as for immediate obligations. Contributions could be cut down to the point where they would cover only the benefit payments for each year, actuarially computed, plus a small contingent reserve, and a margin to provide the present unearned benefits for low income groups and for those who have come into the scheme within a few years of the benefit age. This would leave to the oncoming generations the whole problem of financing old age benefits as the total obligation increases with the increasing numbers of annuitants reaching the age of sixty-five, and the increasing proportion of the aged in the population. This might mean a reduction in wage and payroll taxes in the years immediately ahead, but it would mean an increased future tax rate. Or it might mean earlier payments, increased coverage or higher benefits at once, with no change in the current tax rate, and with future obligations proportionately heavier.

Second, we could abandon the present sliding scale benefits, and adopt a flat rate in line with the rates set in other countries. As it is framed today, the American scheme, when it is in full operation, will pay benefits of $10 to $85 a month, as compared with $10 a month in England to all annuitants. Flat rates would greatly simplify the administration of the plan, and effect a considerable saving in overhead, in addition to the economy of a lower average rate. How far such benefits would have to be supplemented out of public relief funds is another problem.

Third, the scheme could be reorganized on the basis of a contribution out of general taxation. The principle that every stratum of society should share in the cost of old age dependency through general taxation has been accepted in all other countries which have established an old age benefit system, and such a provision in the American measure was recommended by the advisory council and the technical staff of the President's Committee on Economic Security. As finally adopted, however, the cost of the scheme in this country is borne by the beneficiaries and their employers and the benefits are limited to less than half the wage earning population. The question has been raised whether it would be just or politically expedient to attempt to draw on general tax funds to supplement old age security taxes without increasing the coverage of the plan—the farmer and the small shopkeeper might reasonably object to being taxed to provide old age insurance in which they do not share. But with or without wider coverage, a contribution from general tax funds to the scheme would spread over the public generally the cost of the somewhat higher ratios of annuities to earnings of the present aged and middle aged, instead of throwing it entirely on the younger workers; that is, it would penalize all the people, rather than one age group, for the fact that the United States has lagged behind other countries in establishing an old age insurance scheme. Further, it might make unnecessary a large reserve fund without reducing benefits or increasing old age security taxes.

In considering alternatives to the present method of financing old age security, it must be borne in mind that a large reserve is necessary if the benefits now provided are to be financed solely from a 6 percent wage and payroll tax. There is considerable agitation in favor of increased minimum payments as well as broader coverage, since $10 a month cannot be viewed as "security" for anyone.

It would seem advisable to make any desired changes in minimum benefit payments and coverage before modifying the reserve plan. Clearly the revenue needed to finance extensions of the present plan would materially affect calculations as to the reserve.

SOME years will elapse before the Old Age Reserve, under the present scheme, reaches formidable proportions. It would probably allay current fears and re-focus current discussion if the Social Security Board would announce, as a matter of policy, that the Old Age Reserve will not be allowed to fall below $4 or $5 billion, once that point is reached, nor rise above $15 billion without a public reexamination of the financial provisions of the social security act. A reserve of $5 billion would cover a decline of 50 percent in payroll taxes for three years when benefits reach their 1980 level, and would provide for a longer period of depression before that time. A maximum limit of $15 billion is high enough to justify the continuation of the present tax rates for the next ten or fifteen years. Such a floor-and-ceiling policy would enable us to gain experience in handling these reserve funds, and to make necessary changes and improvements in the whole system of old age security. It would also provide a "breathing space" for widespread, informed consideration of all aspects of the plan. And it is on such public review and discussion that any social insurance scheme must depend for its sound functioning and development.

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The Common Welfare

Politics and Relief

AS the campaign progresses, the issue of politics and relief appears as a double question, both forks of which are in the headlines: Is there political coercion of relief clients with forced contributions to campaign funds? Are relief clients justified in making voluntary contributions to campaign funds? In a recent statement, Harry L. Hopkins, WPA administrator, answers both questions with a forthright "No." Mr. Hopkins stated that the charge that responsible WPA officials had told workers on relief how to vote had never been substantiated, in spite of repeated attempts to do so. He declared that the three million WPA workers need have no fear of their jobs because they vote as they please, or because they refuse to respond to solicitation for campaign contributions.

On the question of voluntary contributions, Mr. Hopkins said, "I suppose it's legal enough, but I just don't like the idea of getting money from these people for political purposes. What they need to do is to spend their money for food and clothing."

David Lasser, president of the Workers' Alliance, left-wing organization of the unemployed and of workers on relief, announced that the alliance will raise a $50,000 campaign fund. The plan, as Mr. Lasser explained it in a statement to the press, is to use the fund nationally, keeping an accounting which, if requested, he will submit to the Senate campaign investigating committee. Mr. Lasser said the purpose of the fund is "to make clear to the unemployed and WPA workers what the political issues are in the campaign and where the interests of the unemployed and WPA workers lie. On the basis of our plans we believe we are justified, legally and morally."

The Second World Youth Congress

DELEGATES and observers, representing youth organizations of fifty-five countries—not including Italy, Germany or Russia, and including only observers from Japan—concluded their second parliament of the world's young people on August 23. The meeting, held at Vassar College, Poughkeepsie, N. Y., lasted a week. The keynote was peace and social justice. Despite differences of opinion on methods of attaining peace, the final resolution pledged support of "necessary concerted action to prevent aggression and to bring it to an end." To this implication of force, if necessary, embodied in part of the six resolutions, which were adopted, there was objection on the part of the minority of the American delegation, largely representing rural, religious, pacifist and socialist groups.

Although the proceedings were conducted with all the decorum of a League of Nations session, with translation devices in English, Spanish and French, the net result of the congress cannot be counted in the final resolutions, the reports of the four commissions on youth's problems in the modern world, or the formulations of the special interest groups concerned with students, labor, agriculture and religion. Rather, the significant thing was the fact that more than five hundred delegates—augmented by more than that number of observers and visitors, from all parts of the world—got to know one another, and one another's problems and pleasures, in a hospitable setting made possible by President Henry Noble MacCracken of Vassar. Dr. MacCracken, Mrs. Franklin D. Roosevelt, and other distinguished Americans addressed the congress. However, it was the statements and deliberations of the youths themselves that really counted.

Charges that communist influences dominated the organization of the congress or misled its sponsors were easily dispelled by the meeting itself. Whatever the ultimate outcome of youth's assumption of new responsibilities for the future, the paradox that they face was vividly demonstrated by the number of representatives of subject peoples, colonial or mandated, who now are deprived of democracy by the imperialism of some of the great democratic nations with whom the majority of the youths present perforce were compelled by events to cast their lot.

Civil Liberties' Balance Sheet

THE day after Independence Day the American Civil Liberties Union issued its annual report. On the whole it is a heartening document, recording progress in the substitution of law for force, and comparatively few repressive new laws or injunctions in labor disputes. But the title of the report, "Eternal Vigilance," as well as some of its contents, permit little complacency. Its list of cities and areas where "repression is so continuous as to stand out over others" includes Jersey City, dominated by the political machine of Mayor Frank Hague; Harlan County, Kentucky; Memphis, Tenn.; and San Antonio, Tex. The continued imprisonment of Tom Mooney, the Memorial Day clash between police and Republic Steel workers in South Chicago, the Senate filibuster against the anti-lynching bill, the acquittal of five Florida policemen of the murder of Joseph Shoemaker, and the forced labor by cotton planters in Georgia are among the outstanding *causes célèbres* which the report deplores. In marked contrast to previous experience of the American Civil Liberties Union, "more issues affecting the rights of German-American Nazis to carry on their propaganda arose during the past year than those affecting communists. . . . Only a few cases of interference with their [communist] civil liberties arose." The union lists among pending issues the legislative recommendations of the Senate committee on civil liberties, and the investigation of the Federal Communications Commission of radio practices restricting freedom of the air.

The Medical Battle Front

ON the basis of a preliminary investigation by the Department of Justice, Assistant Attorney General Thurman Arnold threatened last month to lay before a grand jury evidence that the American Medical Association and its affiliate, the District of Columbia Medical Society, have violated the anti-trust laws by trying to prevent the Group Health Association, Inc., from functioning. The Health Association, a medical cooperative, was organized in the District of Columbia about a year ago by some 2500 government employes, most of them in the lower salary

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brackets, to provide low cost medical care on a prepaid basis, similar to the plan of sixty associations now in operation in this country and of 264 such organizations in Great Britain. The District Medical Society has vigorously opposed the scheme. Mr. Arnold stated that in its fight against the cooperative the society has resorted to threatened expulsion from the medical society of doctors who accept employment by the Group, or who take part in medical consultations with Group doctors; and expulsion from Washington hospitals of staff doctors of the Group Health Association. Mr. Arnold declared that the object of the Department of Justice in suggesting a grand jury inquiry with possible prosecution under the anti-trust laws is "with the idea of keeping the situation free from restraint," so that voluntary groups can experiment in the field.

Almost simultaneously with the Department of Justice move, three members of the Medical Society filed in the U.S. District Court in Washington a suit to restrain the Group Health Association from carrying forward its program. In a statement issued in connection with the suit, the Medical Society declared that its opposition to the Group Health Association is not based on "selfish reasons," but on the conviction that "the best interests of the public are not being served" by the medical cooperative. The statement adds that the Medical Society itself is "working on a plan to provide medical care to the low income group on a monthly payment basis," and that the plan will be considered at a meeting of the society early in October.

Whether or not a criminal action under the anti-trust laws will lie in this case may be doubtful, but there seems little doubt that the government is in earnest about putting medical care within the reach of millions now deprived of it. The Department of Justice has announced that it will ask Congress for more effective legislation if the American Medical Association and the District Medical Society cannot be prosecuted under the present anti-trust laws, or if they refuse to accept a consent decree.

Wages and Hours

"AND may the Lord have mercy on your soul," said Chief Clerk Samuel J. Gompers of the U.S. Department of Labor, son of the great AF of L leader, as Elmer F. Andrews of New York was sworn in as administrator of the new federal wages and hours law. It is Mr. Andrews' job to set up and keep in smooth running order the machinery which will administer the vast experimental legislation that attempts to set a ceiling for hours of work, a floor for wages in industries engaged in or affecting the flow of interstate commerce. That the law is disappointing to labor and resented by many employing groups does not simplify the task the administrator faces. He brings to his new post an engineer's practical grasp of facts and forces (he took his C.E. at Rensselaer Polytechnic Institute and practiced his profession in this country and abroad) and also the administrative skill demonstrated during his ten years in the New York State Labor Department, first as Frances Perkins' deputy and later as industrial commissioner. As head of the New York Labor Department, he has been responsible for the administration of the state labor law, as well as the unemployment insurance law, minimum wage law for women and minors, and other complex measures.

In mid-August, Mr. Andrews set up the first of the boards which will recommend standards of wages and hours for each industry. Donald M. Nelson, vice-president of Sears, Roebuck and Company, will head the textile industry committee, the other members of which have not been announced at this writing. Other boards will probably be organized and begin their studies at once, although the act does not become operative until late October.

Frieda Miller, head of the Division of Women in Industry and Minimum Wage, has been appointed by Governor Lehman to fill the unexpired term of Mr. Andrews as New York's industrial commissioner. Miss Miller has named Kate Papert, a member of her staff for eleven years, as acting director of the minimum wage division.

Meeting at Antigonish

COOPERATION, education, economics were the themes that ran through the discussion from the platform and the floor of the Rural and Industrial Conference at St. Francis Xavier University, Antigonish, Nova Scotia, last month. The background of the gathering, which brought together more than a thousand participants, including several hundred from the United States, was the cooperative movement which is re-making the lives of fishing, mining and farming communities of the Maritime Provinces. [See *Survey Graphic,* June 1938, page 340.] Essential to the success of the producers' and consumers' cooperatives, the conference speakers brought out, is the adult education movement developed under the leadership of the university extension division in Nova Scotia, New Brunswick and Prince Edward Island. In New Brunswick, in the winter of 1936-7, there were 450 study clubs of about ten members each. Last winter, this number had increased to 615. Said the Rev. Dr. J. J. Tompkins ("Father Jimmy"): "Adult education is not for illiterates only. It should be designed for the best brains we have to wrestle with the worst problems we have—want and frustrated lives literally crushed under a heritage of plenty which people cannot get their hands on."

One day's session of the conference explored the possibility of "security against sickness" through various forms of cooperative medicine, including the Cape Breton plan of "group payment with individual practice."

Among the conference resolutions was one urging a "judicious land settlement plan" for native sons of Nova Scotia and selected British immigrant families; and one favoring the inclusion of a study of cooperative principles in the school curricula.

And So On . . .

THE Social Workers Committee to Aid Spanish Democracy (381 Fourth Avenue, New York) is cooperating in the American Relief Ship Campaign which hopes to send a relief ship in late September with a cargo of 5000 tons of food, milk, medical supplies and clothing for the refugee population of Spain. At the National Conference in Seattle, Linton Swift, reporting on the work of the committee, stated that $17,000 had been raised to help provide food, clothing and shelter for destitute Spanish children. • • Allied Youth, Inc. calls the attention of American consumers to their 1936 bill for legally consumed liquor. Figured at a minimum of $3500 million, it amounts, roughly, to 50 percent of the current annual total of federal government expenditures. • • Ten savings banks have announced their intention of applying for licenses to write low cost life insurance under New York State's recently enacted legislation, which goes into effect January 1, 1939.

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The Social Front

Schools and Education

THE will to learn is no monopoly of youth if a WPA class in English on New York's lower East Side is any indication. Eighty octogenarians, nonogenarians, and centenarians swamped the schoolroom on the opening day, so that a special class for those over eighty had to be organized. Coming from two homes for the aged, most of the pupils speak only Yiddish and had expressed the desire to "learn a little English before I die."

Study of Co-ops—The study of cooperatives should be made an "integral part" of the curricula of highschools, colleges and universities, according to the 32-page report of a special committee of the National Education Association. The report, which was accepted by the annual convention of the N.E.A., pointed out that there are approximately 11,000 consumer and marketing cooperatives in the United States, with a membership of more than three million and an annual business of $1,500,000,000; and added, "We need a continuous revision of the curriculum beginning always with the current scene." Instead of adding another subject, the report suggested that the study of cooperatives be integrated with courses in citizenship, economics, home economics, agriculture, sociology, history, and so on.

Youth Administration—More than 350,000 needy students who would otherwise be unable to enter or continue highschool and college will have part time jobs through the 1938-39 program of the National Youth Administration. Allocations totalling $21,750,000 to finance the program have been approved, of which nearly $10 million has been allotted to highschool student aid, over $11 million to college and graduate aid. About 1600 colleges and universities and some 24,000 secondary schools are participating in the program. The college and graduate aid quota for each state represents 9.3 percent of the total college enrollment of students between sixteen and twenty-four years of age, inclusive, of that state for October 1, 1936. Selection of the students, and devising and supervising the employment projects rest with the school authorities. The sole NYA stipulations are that the recipients shall be chosen on the basis of need, that they shall carry at least three quarters of a normal course of study, that the work provided shall be genuinely useful and shall not displace any of the institution's regular employes. . . . The first complete statistical analysis of the social and economic background of New York City students aided by NYA was made public last month by Helen M. Harris, regional director. Of 11,800 highschool pupils who earned WPA allowances, 4774 reported their parents jobless, 1646 were from WPA families. A total of 1449 came from families of eight or more members. There were 8692 students from families having an annual income of $1000 or less, 1627 where the income was between $99 and $499. Of the parents having jobs, the largest group were in semi-skilled occupations, the next largest were domestic and personal service workers. The records of the 5789 college and graduate students receiving aid indicated less impoverished families. The largest single group came from families with annual incomes of $1000 to $1249, but in 58 cases the family incomes were between $4000 and $5000, and in 23, they were $5000 or more. The parents of 1010 college students were employed.

WPA Education—For the fifth consecutive year of the work relief program in education, enrollment showed an increase, according to the recently issued report for the year 1937-38. Total enrollment for the year was 1,586,211, as compared with 1,569,529 in 1936-37. Participation in WPA classes is free and voluntary. All teachers are from WPA rolls. L. R. Alderman, WPA educational director, reports that a five-year goal of teaching one million illiterate adults to read and write has been passed, thus reducing illiteracy in this country by about 25 percent. Other outstanding features of the WPA education program covered in Mr. Alderman's report are: naturalization classes, classes in homemaking and child welfare, nursery schools for children of two to four years, correspondence courses for persons living in remote farm and mountain regions, vocational education, general adult education, workers' education.

Unhappy Homes—Difficult home situations have been found a frequent cause of school failure by the child guidance bureau of the New York City Board of Education, the five-year report of which has recently been made public by Dr. Frank J. O'Brien, director. Between 1932 and 1937, the bureau handled 7511 cases representing 624 schools, 65 percent of them boys, 35 percent girls. Of the cases given "full bureau service," 80.5 percent showed improved or satisfactory adjustment. Friction between other members of the family or parental harshness was in many cases found to lie behind truancy, asocial classroom behavior and poor academic work. Nearly 80 percent of the 1417 "problem children" given complete physical examinations were found to have health handicaps, a large proportion of them remediable. A high correlation was found between malnutrition and mental defects. The report urges better understanding of individual differences in children, smaller classes, special classes with vocational training, a closer tie-up between the school and homes, churches, and social, health and recreational agencies of the community.

World's Fair—A portrayal of education as "the one great force standing between civilization and catastrophe" is announced as one of the major exhibit groups at the New York World's Fair in 1939. Dr. Harry Woodburn Chase, chancellor of New York University, is chairman of a Committee on Education, in charge of plans for the exhibit. Donald Slesinger, former dean of social sciences at the University of Chicago, has been named director of the education department of the fair. The exhibit, it is stated, will be of interest to the layman as well as to the educator. One feature now under consideration is a "demonstration school" in which visitors would be able to watch pre-school and elementary classes through polarized glass screens.

Record and Report—Play: a Yardstick of Growth, by Clara Lambert. A 40-page pamphlet which, while emphasizing the cultural roots and psychological importance of play, contains many practical suggestions. Price 25 cents from the summer play schools committee of the Child Study Association, 221 West 57 Street, New York. . . . Two Georgians Explore Scandinavia: A Comparison of Education for Democracy in Northern Europe and Georgia, by Ralph McGill and Thomas C. David. A fresh and stimulating approach to some of the problems of a rural state, and possible ways of dealing with them. State Department of Education, Atlanta, Georgia. . . . The Structure and Administration of Education in American Democracy. One of a series of significant studies through

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which the educational policies commission of the National Education Association seeks to "define policies which will help the schools to meet contemporary needs." Price 50 cents from the commission, 1201 16 Street N.W., Washington.

Public Assistance

A GRANDMOTHER during the Civil War, Sarah Stephens, aged Negro, still rocks on the porch of her cabin in the cotton at Bowdon, Ga. At least 125 of her claimed 131 years are vouched for by documents and the verbal testimony of a descendant of her former "massa." Feeble and decrepit from "rheumatiz" she spends her days looking forward to the monthly arrival of her $9 old age allowance. It was the investigation for this allowance with its necessity for proving age that brought to light her amazing longevity.

If Aunt Sarah's memory is dim it is at least agreeable, and she nods amiably to reporters' questions as to how many historical persons she can remember. Lincoln? "Yassuh." Andrew Jackson? "Yassuh." Adam? "Yassuh." His wife, Eve? "Lawd, yes, a good lady."

Aunt Sarah still weeps for a grandchild that was sold to another plantation during slavery days.

Just Case Work—New Jersey is priding itself these days because it stands fourth from the bottom of the list of states in the proportion of its old people—less than 12 percent of those over sixty-five years of age—who are receiving old age assistance. Its pride is less in its position than in the fact that that position was not gained at the expense of the needy aged. It is due, says William J. Ellis, commissioner of the state department of institutions and agencies, to meticulous initial investigations, and to a systematic follow-up which resulted last year in closing about a fifth of the active cases because recipients had become self-supporting or because relatives had come to their aid.

Trouble—With pre-election activity at boiling point, charges that old age assistance is being made a tool for local politicians have arrived from many quarters on the doorstep of the Social Security Board. Chairman Arthur J. Altmeyer has delivered firm warnings to Ohio that federal grants may be withdrawn as a result of charges of political finagling brought against Governor Martin L. Davey. In a letter to H. J. Berrodin, chief of the Ohio division of aid for the aged, Mr. Altmeyer referred to letters which were enclosed with recent old age assistance checks as making it "self-evident that the division of aid for the aged has attempted to influence recipients of old age assistance for political ends," and that "other information in the possession of the board indicates serious deficiencies in the administration of old age assistance in Ohio." . . . In Maine, charges of political activity have been brought against the old age assistance program by a Democratic national committeeman. As the charges first presented to the Social Security Board were not specific, the board deferred action until definite complaints were entered. . . . Oklahoma is still fighting for resumption of full federal grants, cut off since March 2 and only recently resumed for cases proved eligible. . . . Candidates for gubernatorial nomination have vied with each other during recent primary elections in trying to blow the largest bubbles of old age pension promises before voters' eyes; while in disenchanted Colorado a group of petitioners has succeeded in getting on next November's ballot a constitutional amendment to wipe out the $45-a-month plan and return the problem to the legislature.

Here and There—Under a new Massachusetts law persons otherwise eligible may receive old age allowances without regard to insurance policies up to $3000, provided the policies have been held for at least fifteen years. Policies up to $1000, written at least five years before the date of application for assistance also are exempted.

Californians will vote this fall on the "$30-every-Thursday" scheme which would call for the state to pay that amount weekly to all persons over fifty years of age. Proponents of the scheme filed with the secretary of state several times the number of signatures necessary to get the proposal on the ballot.

The 35 percent cut, now effective, in the congressional appropriation for the Department of Public Welfare of the District of Columbia promises to enlarge the population of the Home for the Aged and Infirm. Two groups of dependents are finding themselves obliged to "accept the opportunity" to enter the home: those over sixty-five, not eligible for old age assistance; those under sixty-five who are bedridden and who hitherto have been on home relief.

"Inequalities in the distribution of wealth are no more glaring than discrimination in giving relief to the unfortunate and indigent of the state," remarks the *Denver Post* pointing out that in July persons on old age assistance received an average of $28.72, while those on direct relief received an average of $3.88.

Carmack in *The Christian Science Monitor*

He Used to Kiss Babies to Get Elected

What It Cost—The Washington State Department of Social Security, often said to have one of the best balanced state programs for public assistance, reports a total cost of $25,616,631 for state and county activities during its first year of operation. The total breaks down as follows: administration, $2,962,992; old age assistance, $9,147,903; aid to dependent children, $2,251,641; aid to the needy blind, $362,592; crippled children, $92,287; foster care for children, $85,108; general assistance, $7,462,970; hospitalization and burials, $454,364; institutions, $1,585,399.

Relief

FEAR of a "large poorhouse" prompted Benjamin Glassberg to fight the Milwaukee common council's suggestion for the creation of city-owned low rental houses for relief clients, proposed to reduce relief expenditures, but negotiations are now underway by a private non-profit corporation for the lease of city property to carry out the plan. Detroit already has ten city-owned, no-rent relief houses, forerunners of a 175-house project. Set on a 35′ x 100′ lot, each house has a hot-air heating system, a full basement, gas refrigeration and stationary laundry tubs, and is to be occupied by only one family of not more than four members. Los Angeles is considering a plan for 100 houses to be built on recently acquired tax-delinquent properties.

Perennial Problem—New Jersey seems to have a stiff problem ahead in finding relief funds. Arthur Mudd, director of the state financial assistance commission, in early August estimated that a minimum of $9 million and perhaps as much as $11 million is needed for the remaining months of this year, not to mention next year's needs. Governor Moore has talked of a special session of the legislature but there is considerable opposition to that, as well as to bond issues or new taxes. Meantime, delay of the state's share of relief funds has re-

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sulted in closed periods for some local relief offices. Proposals for an extensive construction program, designed to bring new federal money into New Jersey, now are under discussion.

The special session of the Pennsylvania legislature, called in late July, was asked for $25 million to carry the state's unemployment relief and other assistance programs until the next regular session, January 1, 1939. An additional $300,000 for the employment board was requested, due to the failure of the Goodrich committee to include that expense in its budget estimate. The State Department of Public Assistance has requested the introduction of an administration measure to clarify the question of responsibility for medical care for the indigent not in institutions, and is studying the probable cost of a state-administered medical program. Although medical care for this group now is supervised by the State Department of Welfare, recently it was handed over to county commissioners. Legal opinions indicate, however, that the counties are not responsible.

"Single Person Cases"—Relief allowances for persons living alone average $16.86 in the twelve large cities for which the Social Security Board has figures. New York tops the list with an average of $25.40; at the bottom is St. Louis with $8.62. In all but four cities the allowance was above $16.

Limited staff and funds have obliged the St. Louis Bureau for Men, a privately supported agency, to abandon its practice of accepting transients referred for treatment by the various case work agencies, and to limit its service to resident homeless men and boys.

Test in Efficiency—Chicago's canal district demonstration of revised relief procedures recommended by Governor Horner's council on public assistance and employment [see *Survey Midmonthly*, March 1938, page 80] concluded on May 17. Emphasis in the demonstration was on improved standards of efficiency. To that end new equipment was added and routines modified particularly in relation to "paper work" and the waiting time of clients. The clerical staff was increased from 75 to 144; the field work and related services staff from 43 to 93. Total increases in payroll came to $8054 per month. Average case loads for field workers were reduced from 132 to 52.

A complete evaluation of this experiment is now under way, but it is significant that the demonstration unit showed less increases than all other CRA units, during months when costs and case loads increased all over the city. Emphasis on special services and the examination of resources have shown themselves factors in reducing relief rolls.

The Chicago Relief Administration is now trying out another recommendation of the Illinois council on public assistance and employment. A central intake unit has been set up, with a business man, A. E. Rose, as its director.

The first test of the Chicago's central intake service will be its city-wide use in accepting applications for non-relief WPA employment. (Under the new ruling, one need not be on relief or asking for it to be eligible for a WPA job, although certification is still on a basis of need.) Non-relief applicants for WPA were formerly interviewed at CRA district offices. Beginning August 15 they will register at the central intake unit. For the present, the central intake unit will not be used by people applying for relief.

In Print—With figures piled on figures and graph following graph Howard Whipple Green of the Cleveland health council has "put squarely before the startled eyes of the community" the facts about relief expenditures in his city during the past ten years. He calls the study, Two Hundred Millions for Relief in Cleveland, 1928-1938. Price $1 from the health council, 1001 Huron Road, Cleveland.

Across the Desk of a Relief Administrator, by Benjamin Glassberg, of the Department of Outdoor Relief, Milwaukee, Wis. (American Public Welfare Association, 1313 East 60 Street, Chicago. Price 50 cents) is a thoroughly readable and realistic diary, a cross-section of the job showing the heterogeneous and complex problems which crop up in the short space of a month. Good required reading for those who still think that government employes work with their feet on the desk.

In its efforts to allocate relief funds on an equitable basis the Wisconsin Public Welfare Department has recently completed its third study and analysis of the relative financial condition of the seventy-one counties. The mimeographed report of the survey, directed by Hayden H. Cady, is especially interesting to statisticians as an example of method. 64 pp. from the department, Madison, Wis.

Jobs and Workers

WHEN the press reported that the Ringling Brothers, Barnum and Bailey Circus had folded its tents and retired to winter quarters in July because of "labor trouble," only part of the story was told, according to the labor unions involved. The American Federation of Actors has released a statement on behalf of the 1600 performers and workmen of the "big top." This AF of L affiliate has a contract with the circus, covering all employes except musicians and billposters, which includes a minimum wage of $60 a month and has four more years to run. But on June 17, John Ringling North, head of the corporation, posted a 25 percent wage cut for all employes. The American Federation of Actors, the Billposters' Union and the Musicians' Union held the cut a violation of their contracts. Mr. North, according to the workers, refused to consider conference or compromise. Union representatives suggested that if Mr. North could prove that the circus was losing money, they would recommend acceptance of the pay cut. "Mr. North refused to permit certified public accountants to examine the corporation's books unless the 25 percent cut was first agreed to." The unions would make no such blind agreement. Mr. North then cancelled the summer schedule and went into winter quarters—the equivalent of a lockout for clowns, acrobats, roustabouts, and the rest of the circus employes.

Jobs for Negroes—Negroes are guaranteed at least a third of all sales positions in Harlem retail establishments under an agreement announced last month by the Uptown Chamber of Commerce, on behalf of hundreds of white-owned stores and the Greater New York Coordinating Committee for Employment, representing over 200 Negro organizations. The negotiations resulting in the agreement began in April. Aside from agreeing to fill vacancies with Negroes until one third of all white-collar jobs are held by colored workers, Harlem store owners promise not to discriminate against Negro clerks in promotions, to pay them equal wages for equal work, agree to exert pressure on certain unions to secure admission of Negro members, and promise not to discriminate against Negroes in lay-offs. White employes will not lose jobs in Harlem as a result of the agreement. Negroes will replace white clerks as there are vacancies due to resignation, discharge for cause, or transfer. Machinery for arbitrating disputes is set up by the agreement, and both sides agree to be bound by the decisions of the arbitration board. The agreement also provides for a central Harlem employment bureau, to be operated by the New York Urban League, and the Harlem YMCA and YWCA. All positions opened to Negroes in Harlem stores are to be filled by applicants certified by this bureau. The agreement went into effect immediately.

Union School—Two successive summer schools were held by the Steel Workers Organizing Committee of the CIO at a former CCC camp site in Somerset County, Pennsylvania. Each session was attended by 100 local officers, grievance committeemen and members, to hear lectures and participate in discussions on various phases of unionism and the steel

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industry. The contracts held by the SWOC with over 500 firms were analyzed, and methods of handling grievances in the mills were described and discussed. On the "faculty" were two Catholic priests, the general manager of the Oliver Iron and Steel Company, Pittsburgh, the secretary of the Elliott Company, Jeannette, Pa., CIO officials, and several college professors, including Sumner Schlichter of Harvard, B. J. Hovde of the University of Pittsburgh, Louis Bean, now an economist with the U.S. Department of Agriculture.

New Jersey Survey—At least 100,000 of the 170,000 to 200,000 women and minors gainfully employed in New Jersey are receiving less than a "bare subsistence" wage, and 35,000 are earning less than $5 a week, according to a report on a survey of living costs for women in industry in the state submitted to the governor by John J. Toohey, Jr., state labor commissioner. The survey sets $588 as an annual "subsistence wage" for a woman living with a family and $663 for a woman living alone, with $1001 and $1147 as "adequate wage" figures. Although New Jersey has had a minimum wage law for five years, it has so far been applied only in the laundry industry. Efforts are being made to set up minimum scales for 50,000 women in the needle trades in the state, and for 10,000 in light manufacturing industries. Labor Department figures indicate that if all women working in New Jersey for less than $13 a week were raised to that standard, total payrolls would increase by more than $240 million a year.

Wages and Hours—The third industrial commission named since the New York State minimum wage law became effective in 1937 will set minimum wage and maximum hour standards for the 6397 women and minors working in 257 confectionery plants in the state. A survey of wages, hours and working conditions now prevailing in the industry has been prepared by the division of women in industry of the State Labor Department and will serve as the basis for the commission's work. The study showed that median earnings of the 3968 women included were $15.73 for a busy December week, but average weekly earnings for those who had twenty-six or more weeks of employment were $12.59, and only 49 percent of the women had as much as twenty-six weeks work a year. . . . The last of three public hearings on the proposal to make the wage and hour standards for the laundry industry mandatory was held last month in New York City. If the order is issued, violation of the wage and hour standards will be a criminal offense, punishable by fine or imprisonment.

The Supreme Court of Montana recently upheld the state law fixing eight hours as a day's work for employes of retail stores in cities having a population of 2500 or more. The statute was enacted in 1933.

Record and Report—Anti-Labor Activities in the United States, by David J. Saposs and Elizabeth Bliss lists and discusses four anti-labor techniques: independent unions, back-to-work movements, vigilantism, pseudo-patriotic organizations. Price 15 cents from the League for Industrial Democracy, 112 East 19 Street, New York. . . . A description of current policies and practices in regard to the seniority principle is provided in a preliminary mimeographed report, The Seniority Principle in Employment Relations, by the Industrial Relations Sections, Princeton University, Princeton, N. J. Price 50 cents. . . . The National Railroad Adjustment Board by William H. Spencer describes the latest piece of machinery devised by Congress to assist in settling railway labor disputes, and now functioning in the current controversy over a proposed wage cut for railroad workers. Price $1 from the University of Chicago Press.

Against Crime

THAT probationers are improbable future criminals is upheld by statistics—at least in New York County, N. Y. where figures show that more than 90 percent of the adults placed on probation in the last ten years have made good. According to Irving W. Halpern, chief probation officer of the court of general sessions, only two out of every hundred have returned to crime, receiving consequent prison sentences. He adds that 75 percent of the county's probationers were employed during the worst periods of the depression.

Charles L. Chute, executive director of the National Probation Association, sees greatly improved services in Vermont and Rhode Island, the two states which administer all their probation work, adult and juvenile, through one state bureau. Thirteen states now have adopted a system of state administration of adult probation whereby state-paid probation officers are appointed either by a state board or bureau. But there are still nine states, mostly southern, lacking any adult probation law, and one, Wyoming, without a juvenile law.

WPA and Rehabilitation—The help given by a WPA project in putting modern methods for rehabilitation into New York penal institutions recently was recognized by Commissioner of Correction Austin H. MacCormick. "Without the project the establishment of such a program would have been deferred for several years," he said, and added that the work of the project would result in consolidation of the program into the regular budget of the department of correction. The aid of WPA workers has made possible education of illiterates, expansion of library facilities, organization of recreation to relieve monotony for idle prisoners and development of a social investigation unit which gathers data on each inmate, for the use of officials in work assignment and in treatment. WPA personnel also is being used in these institutions to augment neuro-psychiatric, medical and dietetic service and even "barbering" of penniless prisoners detained for trial, who thus are enabled to make a more favorable courtroom appearance.

Pals—New York's Police Athletic League, in making its last annual report, stressed the fact that its initials really mean that the "cop" on the corner is a "pal" to some 75,000 children on the sidewalks of New York. One of the aims of the league is to reduce juvenile delinquency; another to build citizenship. The membership, which includes police and children, increased by 40,000 within the last year. The junior members pay 10 cents annual dues.

Police in the league aim to prevent crime by watching for the neglected child, talking to his parents and warning them of the dangers and at the same time cultivating the child's friendship rather than fear. All kinds of recreational activities are promoted by the league. The crowning event last year was the "Parade of Stars" at Yankee Stadium when 40,000 children turned out to see the celebrities. The league is an activity of the Juvenile Aid Bureau of the city which reports that last year out of 40,000 individuals with whom the bureau's field workers made contact only one was an actual law violator.

Punishment, Old Style—In Massachusetts, Representative Charles W. Olsen is making an attempt to revive the whipping post, ducking stool and public stocks of colonial days as punishment for intoxicated drivers. A former police chief, Representative Olsen embodied his ideas in a bill for the legislature. He would exempt women from the provision which authorizes whipping. . . . A news dispatch from London reports that a government departmental committee has recommended the abolition of flogging as a court penalty in England. The committee recommends also the abolition of birching for juveniles. The results of an analysis made by the committee "lend some support to the view expressed to us by probation officers that corporal punishment is apt to produce

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feelings of resentment and bitterness which may make the offender more anti-social and more, rather than less, liable to commit other offenses."

Bill to Date—In a monthly letter issued by Kenyon J. Scudder, probation officer of Los Angeles County, Calif., an itemized bill of what it has cost the public to bring "Mike," age twenty-two, into a cell in San Quentin prison is presented for Mr. Taxpayer's consideration. The total given is $5370, itemized to include: police and juvenile court, $500; Whittier (jail sentence of twenty-four months), $1800; Preston (sentence of eighteen months), $1170; superior court and San Quentin (three years' sentence), $1900. Mr. Scudder's letter, in pointing to the need for slum clearance, directed attention to "de lousy dump" which Mike had called home.

Compensation

A NATIONAL system of unemployment insurance, with all reserve funds in a single pool and a uniform tax rate for all industries in every state, was recommended in a report by Prof. James W. Horwitz of Harvard, published in mid-August by the university's bureau of business research. The study shows great differences in unemployment among the states. With a national pool, the author urges, a single tax rate would give equality of protection. It would be relatively simple and inexpensive to administer such a scheme, which would avoid costly readjustments made necessary by the use of differing rates.

Florida Dispute—The quarrel between Florida and the Social Security Board over establishment of a merit system for the staff of the state's public employment service was ended by the payment of $60,233 to Florida for administrative expenses of the unemployment compensation division of the Florida industrial commission. The state complied with the board's requirements as to a merit system.

Administration in New York—The division of placement and unemployment insurance will require written authority from the claimant before supplying information to a benefit claimant's agent or attorney, under the provision of the law requiring the division to keep its records confidential. . . . The new weekly certification procedure which went into effect July 16, requires unemployment insurance benefit claimants to report weekly in person, to give evidence of continued unemployment. This means a weekly procession of more than 100,000 persons through the 124 local offices of the state employment service, the great majority of them already receiving weekly benefit checks of $7 to $15. The former monthly reporting schedule has been converted to a weekly schedule. The change is in compliance with requirements of the Social Security Board. . . . The division of placement and unemployment insurance is making a renewed drive for one social security account number for every worker in the state, and only one. Failure of eligible claimants to provide themselves with account numbers, or duplication of accounts, has resulted in numerous delayed claims for benefits.

Canadian Bill—The Canadian government has drafted a national unemployment insurance bill to be submitted to Parliament as soon as the provinces approve it. Early this year the government asked the provincial governments to agree to an amendment to the British North America Act which would give the federal Parliament jurisdiction over unemployment insurance. Some provinces agreed, but Quebec, Ontario, New Brunswick and Alberta refused.

Delinquent Employers—More than a quarter of a million dollars has been collected from employers subject to the New York State unemployment insurance law by the attorney general's office since January 1. Most of the settlements, which resulted in bringing $271,453.26 into the insurance fund, have been voluntary as the result of about 1500 informal hearings. In the seven-month period only two warrants have been issued in civil actions against delinquents. One criminal action is now pending, and two criminal actions have resulted in convictions. The largest group of cases involved bankruptcies and reorganizations.

Proposed Changes—The Connecticut unemployment compensation advisory council will propose eleven changes in the state unemployment insurance law for study by the 1939 general assembly. Among them are: amendment of the definition of "employment" to cover workers who may work part time in another state; elimination of the confusion regarding the service of an independent contractor; limitation of "agricultural labor" to farm employes; giving the administrator power to subpoena payroll records; increasing the interest penalty on delinquents; providing a criminal penalty for employers who fail to file returns.

Commissioner Melvin C. Haze of the District of Columbia announces that he will propose a bill to Congress providing a flexible schedule of unemployment compensation taxes for the District, subject to adjustment by the commissioners when necessary, with a minimum rate of one percent and a maximum of 3 percent.

Record and Report—Unemployment Compensation in the United States, a 30-page analysis and critique by Eveline M. Burns, a member of the advisory council of the Social Security Board, appears in the last *International Labour Review*, dated May 1938. . . . The proceedings of the eleventh national conference on social security, with a "census" of social security in the United States, are available in book form from the American Association for Social Security, 22 East 17 Street, New York. Price $2. The volume is valuable not only for the factual data brought together but also for the analysis, criticism, and suggestions presented.

Child Welfare

THE Michigan Child Guidance Institute is inviting interested persons to criticize and offer suggestions for revision of a form it is working out for rating communities on their facilities for delinquency prevention. (Copies free from the institute, 103 Trick Building, Ann Arbor.) It is hoped ultimately to produce a simple rating form, which will show communities just how they stand in relation to those facilities and influences which are now more or less accepted as factors in preventing juvenile delinquency.

Exceptional Children—Special classes in public day schools have been established in forty-six states and have enrolled at least 300,000 children, according to data compiled in the U.S. Office of Education. Greater public interest and more adequate financing are two essentials for continuing progress in special education, according to Katherine M. Cook, chief of the division of special problems, who spoke to the recent conference on Education and The Exceptional Child held under the auspices of the child research clinic at the Woods Schools, Langhorne, Pa.

Better Parents—Not only nurseries to care for children but laboratories for the training of parents are provided by a joint WPA-board of education nursery school project in New York City. At present fifteen experimental centers have been opened, which handle each month around eight hundred children between the ages of two and four and have a long waiting list. Although the centers serve only families on home relief, it is estimated that there are about 100,000 children in the city who could qualify, as well as thousands of parents who would profit by such an opportunity to observe

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proper methods of feeding, habit training and other techniques of child raising. Besides maintaining nursery centers, the project sends trained teachers into homes to advise parents and gives opportunity for discussion and conference with parents on individual needs of their children. Dr. Benjamin Greenberg, assistant superintendent of schools, is in charge of the project.

For a Modern Program — Child welfare workers in New Jersey are welcoming a movement to bring about closer understanding and more integrated effort among the various child caring agencies and institutions of the state. Under the leadership of Judge Harry V. Osborne of the Essex County juvenile court, president of Bonnie Brae Farm, an educational institution for boys, an all-day meeting was held in the early summer to which came more than a hundred persons representing family welfare societies and children's agencies and institutions, public and private. From this meeting is growing an organization which proposes to develop a vigorous state-wide program for children in line with current trends and needs, revamping existing work where that is indicated, and directing resources and energies into areas now relatively neglected.

So far the organization calls itself simply the New Jersey Child Caring Group. Judge Osborne is serving as temporary chairman until further meetings are held this fall and the program takes definite form. A recent census showed New Jersey institutions for children with a bed capacity of 4214, but with only 2725 children under care.

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Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

The Public's Health

COOPERATIVE health associations recently have formed an organization of their own, The Association of Medical Cooperatives, to promote voluntary health insurance, to provide a clearing house of information on the subject and to assist groups wanting to form medical cooperatives. Offices are at 5 East 57 Street, New York. Dr. Kingsley Roberts is medical director and Martin W. Brown, executive secretary.

The first issue of a new publication, *Cooperative Health,* was brought out under a July dateline as the official journal of the new association. The Bureau of Cooperative Medicine at the same address, of which the new association is an affiliate, has announced a weekly news service giving "spot news" of developments in that field.

Utah's first cooperative health association is announced in San Juan County, largest county in the state, population 3500, without a doctor until the new co-op was formed. A hundred families, the initial membership, agree to pay $25 a year for all needed medical care, plus a mileage fee to the doctor for home visits. The doctor has offices in the two largest communities.

Warpath Again—New York City is reviving its intensive campaign against the ravages of diphtheria among the city's children. During the intensive campaign of 1928-31 when most of the city's children were immunized, "the prevalence of the disease dropped so low that it was thought it would soon disappear," says Dr. Edward Fisher Brown in *Neighborhood Health,* publication of the bureau of health education of the City Health Department. A record low was reached in 1936 when only thirty-five diphtheria deaths were reported. However, "parents became careless. Many children born after that year were not immunized. The result was that diphtheria began to rise again. Last year there were 1544 cases in New York City and fifty-seven deaths, an increase of 314 cases and twenty-two deaths over the preceding year."

Through district health centers, health officers, welfare agencies, physicians and a house-to-house canvass with the aid of WPA personnel, the campaign to gain 100 percent immunization again is in full swing. Parents who are unable to pay the fee of private physicians can have their children immunized at the city's baby health stations.

Doctors Have a Plan—The chairman of the committee on medical economics of the Florida Medical Association, Dr. J. C. Vinson, recently announced that the organization will establish a bureau "to serve as a clearing house for classifying patients financially and adjusting, budgeting and collecting fees." The plan was proposed, said Dr. Vinson, when the committee found that the public was not being adequately served in medical care, and was designed as a step toward insuring medical and surgical service for patients regardless of financial status. Put into practice as a year's experiment, the bureau will consult with the patient on his ability to pay and on terms of payment. An arrangement spread over a maximum of twelve months to meet the doctor's bill will be made. Thus, "the patient will choose his own physician at a fair price," said Dr. Vinson.

Study Arthritis—By an anonymous gift of $30,000, the Bryn Mawr Fund for Investigation of Chronic Arthritis recently was established. The funds are to be used at the Bryn Mawr Hospital and the University of Pennsylvania School of Medicine and must be spent within the next three years. If by the end of the three-year period worthwhile results have been achieved, the donor will finance continuation of the work, newspapers reported. The work will be administered by a committee of Pennsylvania doctors who are specialists in related fields. As a first step Bryn Mawr hospital has opened an arthritis clinic.

Against Diabetes—The program for the recently incorporated New York Diabetes' Association [see *Survey Midmonthly,* March 1938, page 88] has been drawn up. In an expansion of work carried on for three years under a special gift from Lucius N. Littauer by the New York Tuberculosis and Health Association, the new association proposes "to disseminate knowledge of diabetes to the public; to make available to physicians data on approved methods of treatment; to cooperate with nursing and social work agencies; to conduct research; to develop standards for hospital care; and to operate a summer camp for needy diabetic children."

Accuracy Note—*The Beacon,* published by the Wisconsin State Sanatorium, has issued a few editorial groans on common abuses of technical terms

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concerning tuberculosis. "Please note that the correct adjective is tuberculous, not tubercular," said the article. "The latter describes simply any wart-like growth in any living body, whereas 'tuberculous' refers specifically and completely to the disease of tuberculosis." The distinction between sanatorium and sanitarium is discussed; the former by generally preferred usage, referring to a healing institution and being the term used for a place of treatment for people suffering from tuberculosis; the word sanitarium meaning rather a health resort for nervous ailments and the like. Most important, "sanitorium" is a "no such word." Abbreviations also are a tender point, the correct one for tuberculosis being Tb., not T.B. which stands only for tubercle bacillus.

Measuring Rod—An Appraisal Form for Local Health Work, designed as a measuring rod for community health services, is a new publication of the American Public Health Association. The work of association committees which for eighteen years have been studying and measuring community health needs and activities, this two-hundred page document will be a useful guide for rural or urban communities in impersonal, periodic self-evaluation. Price $1.60 from the association, 50 West 50 Street, New York.

Nurses and Nursing

USING data gathered from 26,158 student and staff nurses in 223 nursing schools the country over, a joint committee of three large organizations has drawn the conclusion that illness among student nurses costs the hospitals with which the schools are connected about $3 million a year and illness among graduate staff nurses about $880,000 more. The Study of the Incidence and Costs of Illness Among Nurses was made by the Joint Committee on the Costs of Nursing Service and Nursing Education of the American Hospital Association, the American Nurses Association and the National League of Nursing Education. Naturally the committee has something to say about programs for the protection of nurses' health. The complete report is available from the league, 50 West 50 Street, New York. Price 50 cents.

Practical Training—First to offer courses to prepare practical nurses and attendants to meet the requirements of the new law governing the practice of nursing in New York State is the Ballard School of the YWCA of the City of New York. The first course beginning September 12 includes four months' classroom work and six months' practical hospital work for which the school is affiliated with the city Department of Hospitals. Other courses will begin in December and March. Students certified by the school as having completed the course successfully must pass the examinations of the board of regents of the University of the State of New York before being licensed to practice.

Placement Service—On recommendation of a study committee on placement service for public health nurses, the National Organization for Public Health Nursing as of July 1 discontinued its connection with Joint Vocational Service in New York. Placement service for public health nurses now is carried on by Nurse Placement Service, 8 South Michigan Avenue, Chicago.

In announcing the change, the NOPHN board indicated that the organization's service should lie in counseling and standard-setting for placement bureaus rather than in actual placement and that placement could be more satisfactorily done through regional services maintaining national scope through a central index. More bureaus, local, state and regional, are in process of organization, the board said. An advisory committee with national representation has been appointed to study and guide vocational service for public health nursing.

Anna L. Tittman, for ten years director of vocational and placement service of the NOPHN through the Joint Vocational Service, is director of Nurse Placement Service and Elizabeth Mackenzie, long associate director of nurses at Henry Street Visiting Nurse Service, recently was appointed assistant for the development of public health nursing placement and counseling.

Public health nurses and employers needing vocational service should now make their requests of this service. If desired, individual nurses' job records will be transferred from JVS to the present approved agency. Otherwise, records will be stored by NOPHN.

Overseas—The professional education of French nurses and social workers has recently been reorganized on a basis which, says the League of Red Cross Societies, "entails far-reaching reforms in the conditions attached to the award of diplomas." Different gradings have been abolished and in future there will be only one type of diploma for social workers. An exception to this rule is a special diploma for the graduates of advanced schools of nursing and social service which are expected to prepare personnel for executive positions in state institutions. The different professional schools offering either elementary or advanced diplomas are under state regulation and control. Nurses are required to undergo two years of training, social workers three years; but the first year of instruction is identical for both of these related professional groups.

Among the States

DURING the coming year forty-four state legislatures will meet, many of them to consider ways and means of reorganizing and financing public welfare services.

All the Laws—It takes a fat booklet of 141 pages to hold the compilation of the social welfare laws of Connecticut bringing them down to the end of 1937. Much of the work was done by Charles G. Chakerian as secretary and consultant of the commission to study the pauper laws and by college students under his direction. Published by the State Public Welfare Council, Hartford, Conn.

Mistaken Idea—The contention that any state that gives humane treatment to transients will be overwhelmed with wandering throngs seems to be refuted by the experience of New York. Here the transient has not been given a meal and a "flop" and then shoved along. On the contrary the state has assumed responsibility—last year at a cost of $2,250,000—for destitute persons unable to meet the residence requirements for relief. Some of these persons have been returned to their place of legal residence, others without legal settlement anywhere, have been and continue to be maintained on relief.

Soak the Rich—Oil-striking or other newly-rich former relief recipients must now pay back sums received as aid in New York State. The new policy—turning away from the old theory that relief is a gift—is possible because of a section of the state public welfare law which gives local authorities discretionary powers to take action against persons with real or personal property. David C. Adie, commissioner of the New York State Department of Social Welfare, promises that the law will not be used against those who through slight financial improvement have managed to become self-supporting, but only against those who have received substantial sums and recognize no responsibility for their debt to the public treasury.

It Can Be Done—Indiana's "voluntary merit system" for its welfare agencies is all but blushing before the kudos of the Public Administration Service of Chicago which calls it "a scientific personnel system operating without a state civil service law." The Indiana system, set up two years ago, is administered by the joint bureau of personnel for the state unemployment compensation division, including the employment service, and the state and county Departments of

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Public Welfare, the last two employing more than 2000 persons. The program includes various in-service training activities, the conduct of competitive examinations and the maintenance of a system of service ratings for use in salary adjustments, promotions, lay-offs and transfers.

Recreation

PUBLIC recreation under regular qualified leadership "hit a new high" in 1937, says the National Recreation Association in its 1938 yearbook, with 1280 communities in this country and Canada spending their own local funds for the purpose. During the year some twenty cities were added to those maintaining a year-round program with a full time executive in charge. Recreation leaders numbered 22,160 (not counting many thousand volunteers) of whom 3067 were employed full time the whole year.

Business of Play—Chicago's Recreation Survey has completed its second cycle. Volume I [see *Survey Midmonthly*, February 1938] dealt with public recreation. Volume II, released this summer, polishes off commercial recreation in 167 pages of text, maps, tables and charts.

Commercial recreation is defined, in chapter one, as "more or less highly organized amusement enterprises engaged in primarily for profit making." Play-that-we-pay-for (from billiards to wrestling) is paralleled, with certain notable exceptions, by public recreation. But Chicago sells far more amusement than it gives away. The city's annual bill for commercial amusement is somewhere near $250 million. This is big business. The cost of public recreation is estimated at $30 million a year.

WPA Play—Figures out of New York City are apt to be staggering but even a New York imagination falters before the WPA statement that in the first six months of this year it had 12,319,868 "participants"—three fourths of them children—in its recreational projects, "physical, social and cultural." "Participating children" increased by 58 percent during the period, adults by 114 percent. Largest of the WPA recreation enterprises is the street play project, employing 1214 persons in twelve units, conducted with the cooperation of the Juvenile Aid Bureau and the Police Athletic League of the city police departments. Cultural activities, says WPA, mark "the new trend in recreation."

According to a national policy board, the WPA federal theater project, itself a big and thriving undertaking, has decided to go into the "highways and byways" with its forthcoming productions. By a federal bookkeeping arrangement which reimburses those states contributing most heavily to the theater projects, it will be possible for touring companies to take the federal theater to the whole country. The policy board has determined also to foster a distinctively American theater by concentrating this season on plays dealing with regional history, people and conditions.

Seekers after recreation through travel are finding the WPA American Guide series increasingly useful. A summer study tour from New Jersey State Teachers College has chosen these guides as offering "the best possible basis for historical, sociological, geographical and cultural guidance to field students."

Professional

OUTGROWTH of the University of Pittsburgh's seven-year-old division of social work is the new School of Applied Social Sciences, a graduate division, which opens this month with the new academic year. Wilber I. Newstetter has been elected

dean of the new school. Mr. Newstetter is well known in settlement, group work and community activities. For several years past he has been on the faculty of the School of Applied Social Sciences, Western Reserve University, Cleveland, with group work as his special line. He is president of the American Association of Schools of Social Work and a member of the American Association of Social Workers.

New Names—At its recent annual meeting in Seattle the erstwhile National Association for Travelers Aid and Transient Service (NATATS for short) decided to drop its mouth-filling old name and to become the National Travelers Aid Association. "One trouble with the old name," said an officer, "is that it was practically impossible to get it on a check. We're hoping that the shorter one will promote more and bigger check writing." At the same business meeting the association decided to give up the practice of holding its annual meeting in connection with the National Conference of Social Work and to plan with its field for separate biennial meetings.

Another group with a new cognomen is the Committee on Care of Transient and Homeless, Dr. Ellen C. Potter, chairman, hitherto a somewhat loosely formed organization, its members appointed by the National Social Work Council. The committee is now in process of incorporation as the Council on Interstate Migration, a name designed to describe its program of research into the problems of transiency and of promotion of sound and adequate treatment.

Counting Noses—California is now in a position to answer a good many recurring questions about its practicing social workers, this as a result of the state-wide census of the profession, conducted last spring under the direction of Alma Holzschuh by the board of examiners of the department of registration and certification of the State Conference of Social Work. The report is now available from the conference, 333 Kearny Street, San Francisco. Price 25 cents. With the cooperation of 325 social agencies, the census enumerated paid social workers employed full or part time, and those temporarily not practicing. Some 4260 schedules were returned, this number representing probably 90 percent of the social workers in the state. Of the total, 82.5 percent were employed in tax-supported work; 17.4 in privately supported. Of the public agency workers, 39 percent had civil service status. The report is replete with data on educational background of the workers, salary range, field of specialization, and so on.

Pursuit of Knowledge—The courses in social work, organized last fall by the Council of Social Agencies of Hartford, Conn., as an experimental step toward an accredited school of social work [see *Survey Midmonthly*, October 1937, page 326] will be continued this year. Courses offered are: Introduction to Social Case Work, An Analysis of Social Case Method, Public Welfare, Dynamics of Human Behavior, Psychopathology.

In cooperation with the New York State Department of Welfare's bureau of services for the blind, both New York and Columbia Universities now are offering survey courses on the eye, its diseases, conditions and treatment. Opthalmologists and technicians present material in evening sessions planned for nurses, teachers and social workers. Information from Ruth B. McCoy, director, prevention of blindness service, New York State Department of Welfare, 205 East 42 Street, New York.

The Atlanta, Ga. School of Social Work this fall became affiliated with Atlanta University. While maintaining a separate corporate and financial existence, the school will be an essential part of the university and will be known as the Atlanta University School of Social Work. Students completing the prescribed two-year course will be awarded a university degree of master of social work.

Coming Events—The International City Managers' Association will hold its Silver Anniversary Conference Septem-

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ber 26-29 in Boston, Mass. . . . The American Public Health Association will hold its 67th annual meeting October 25-28, in Kansas City, Mo.

The fiftieth anniversary year of the Child Study Association of America will be marked this fall by a variety of events: on November 14-15, a two-day conference to appraise the gains of the half century in understanding of childhood and family life; on November 15, a birthday dinner; on November 16-17 a two-day institute to chart the course ahead. In connection with these events the association will put on an exhibit contrasting old and new methods of child rearing.

The American Public Welfare Association has chosen December 8-11 for its annual round table and discussion conference in Washington, D.C. The association proposes henceforth to hold its annual business meeting at this conference rather than at its meetings in connection with the National Conference of Social Work.

For the Clergy—Because ministers are called on by their parishioners for all sorts of social service information and do not always know where to find it, the New York Federation of Protestant Welfare Agencies and the Greater New York Federation of Churches have formed a bureau of information to meet their special needs in regard to community resources, public and private. Edwina T. Hazzard is the director.

People and Things

MORE than a thousand hopefuls submitted entries in the contest of the National Civil Service Reform League for the best merit system slogan. "Patronage rights are public wrongs" took the cake, or whatever the prize was. Firmly ruled out were such entries as: "Spare the exams and get in the hams"; "Don't can those who can"; "Civil service is the nation's washboard."

Public Service—The National Youth Administration has a new deputy executive director, Orren H. Lull from Denver, who has been regional director for the western states. Mr. Lull succeeds Richard R. Brown, resigned.... Robert H. Hinckley, an assistant administrator and far western field representative of WPA who was prominent in organizing relief work in that region, has resigned to become a member of the Civil Aeronautics Authority. H. E. Smith, who has been Mr. Hinckley's assistant, will succeed him as acting field representative with headquarters in Salt Lake City.

When Joel R. Moore resigned as supervisor of the U. S. Probation System to become warden of the state prison of southern Michigan, Richard A. Chappell of Atlanta, a lawyer who has taken graduate work at the New York School of Social Work, was appointed acting supervisor. After serving his "probation" since March 1937, Mr. Chappell now has been appointed supervisor in which job he will be accountable for probation officers and their work in ninety-two federal courts. . . . William J. Trent, Jr., from the staff of Bennett College, Greensboro, N. C., has become adviser on Negro affairs in the Public Works Administration. He succeeds Dewey R. Jones who resigned to assist Charlotte Carr at Hull-House, Chicago.

Foundations—George M. Reynolds, formerly Mississippi state director of the U. S. Farm Security Administration, now is director for fellowships of the Julius Rosenwald Fund, succeeding Raymond R. Paty who resigned to become president of Birmingham-Southern College, Ala. Howard W. Odum of the University of North Carolina, well known to readers of *Survey Graphic,* is a new member of the fund's board of trustees.

A new million-dollar charitable and educational endowment is the Emily and Ernest Woodruff Foundation, established by Ernest Woodruff of Atlanta, Ga. The income is to be used for gifts to "universities, colleges and highschools, assistance to worthy individuals seeking education, support and enlargement of charitable hospitals, aid to indigent and diseased poor people, promotion of religious education, erection and improvement of churches and encouragement of science and literature."

Comings and Goings—The Illinois Society for Mental Hygiene has named Dr. Conrad S. Sommer as director succeeding Helen L. Myrich, resigned. Dr. Sommer has been the society's medical director. Kathleen O. Larkin, educational director, now becomes associate director. . . . Margaret Hughes, a pioneer in children's work in Minnesota, has resigned as supervisor of private institutions and agencies in the state Children's Bureau, a position which she has held since 1921.

Jeanette Regensburg, for the past six years an associate district secretary for the Charity Organization Society of New York, this fall joins the faculty of Tulane University School of Social Work as assistant professor of social case work. Gladys Hall, from the School of Social Service Administration at the University of Chicago, is another newcomer to the same faculty. She will be assistant professor of child welfare.... Everett B. Sackett, formerly director of research for schools in the Canal Zone and a contributor to *Survey Graphic,* has accepted an appointment to the faculty of the University of New Hampshire.

Honors—Dr. Chesley Bush, Livermore, Calif. has been elected president of the National Tuberculosis Association, succeeding Dr. J. Arthur Myers. Dr. Frederick T. Lord, Boston, and Dr. P. P. McCain, Sanatorium, N. C. are new vice-presidents.... Also elected at recent annual meetings were Dr. Bruce H. Douglas, Detroit, as president of the American Sanatorium Association and W. Ford Higby, executive of the California Tuberculosis Association, as president of the National Conference of Tuberculosis Secretaries.

George A. Bellamy, headworker for forty-two years at Hiram House, Cleveland, recently received the Charles Eiseman Award (with $750 honorarium) as one who "brought to Cleveland its pioneer program of settlement work... and the benefits of a higher order of citizenship." Mr. Bellamy also was given an honorary degree of doctor of humanities by Western Reserve University.

Deaths

ADOLPH LEWISOHN, age 89, on August 17 at his summer home on Upper Saranac Lake, New York. As a youth, Mr. Lewisohn emigrated from his native Germany and made here an outstanding business success. Essentially civic minded, he was a leader in movements for prison reform and for good government. He also had a broad, imaginative interest in education, philanthropy and the arts. Among his larger public benefactions were the School of Mines building at Columbia University; a notable library of German literature at the College o the City of New York; a collection o modern art in the Brooklyn Museum Mount Sinai Pathological Laboratory gifts to a number of Jewish and non-sectarian charities; and the magnificen Lewisohn Stadium where, for the pric of a movie ticket, thousands of musi lovers—students, workers, housewives, a well as seasoned concert-goers—listen t symphony programs on summer evenings

The Rev. Francis A. Walsh, profes- sor of philosophy and former regen of the seminary at Catholic University Washington, D. C. He had served as national director of the Confraternity of Christian Doctrine.

Elizabeth Adams, director of the de partment of adult education, Centra Branch of the Young Woman's Chris tian Association, Brooklyn, N. Y., who had been connected with that organiza tion since 1927.

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THE PAMPHLET SHELF

Social Economics

A PRIMER OF ECONOMICS, by the staff, Council for Social Action, Congregational and Christian Churches. Price 25 cents from the council, 289 Fourth Avenue, New York.

A brief summary of basic economic and social situations of today and the part church people may play in them.

RICH LAND, POOR PEOPLE, by Max R. White and Cecil L. Gregory. Research report No. 1, region III, Farm Security Administration, U.S. Department of Agriculture. From the administration, Indianapolis, Ind.

Mimeographed report of a social and economic study of seven counties of southeast Missouri—the people, their way of living and their land.

THE FARM BUSINESS, by Roman L. Horne. University of Chicago Press. 55 pp. Price 25 cents from the press.

One of a series prepared under the American Council on Education, this booklet discusses in popular terms the interrelated problems of economics, crops and farm conditions.

A TOUR OF NOVA SCOTIA COOPERATIVES, a report of the conference tour under the auspices of the Cooperative League of the USA and the extension department of St. Francis Xavier University. Price 20 cents from the league, 167 West 12 Street, New York.

How a little Catholic University through its adult education plan began a movement which has brightened the face of eastern Canada; including descriptions of the individual cooperatives which are outgrowths of the original small study groups begun by the university.

YOUR INCOME AND MINE, edited by Maxwell S. Stewart. Public Affairs Pamphlet No. 20. Price 10 cents from Public Affairs Committee, 8 West 40 Street, New York.

Summary of a study, The Income Structure of the United States by Maurice Leven, which was made for the Brookings Institution under a grant from the Falk Foundation.

THE HULL TRADE PROGRAM AND THE AMERICAN SYSTEM, by Raymond Leslie Buell. Foreign Policy Association, World Affairs Pamphlet No. 2. Price 25 cents from the Association, 8 West 40 Street, New York.

Prepared in cooperation with the National Peace Conference in elucidation of the U.S. trade program which was begun in 1934 with the reciprocal tariff act and is based upon trade agreements with countries not discriminating against the United States.

Changing World

SOCIAL FORCES AFFECTING THE PHILOSOPHY OF SOCIAL WORK, by B. M. Selekman. From the Massachusetts Conference of Social Work, 41 Mount Vernon Street, Boston.

A discussion of philosophy, community relations, trade unions and news currents in professional social work.

THE SOCIAL FORCES THAT SHAPE OUR WORLD, by Arthur L. Beeley. University of Utah Press. Price 35 cents from the press, Salt Lake City, Utah.

In an essay of twenty-four pages, the author makes "a modest attempt at social diagnosis" and traces major social forces which, he holds, have influenced western civilization.

YOUTH IN THE WORLD OF TODAY, by Maxwell S. Stewart. Price 10 cents from the Public Affairs Committee, 8 West 40 Street, New York.

A diagnosis of the problems of American youth, found to be a reflection of the present state of society. Though recommendations are given in the form of proposed legislation and organization, the prognosis is considered doubtful because of the dangers inherent in the combination of symptoms—enforced idleness and low cultural standards.

THE AMERICAN FAMILY IN A CHANGING SOCIETY: The Average Family, a Problem of Declining Population. A cooperative study directed by Harriet Ahlers Houdlette, American Association of University Women. From the association, 1634 I Street, N.W., Washington D. C.

A carefully prepared study program, a unit in a series arranged for the use of club study groups.

Relief

THE IMPACT OF THE SOCIAL SECURITY ACT ON THE RELIEF PROBLEM, by Eveline M. Burns. 8 pp. Reprinted from the *National Municipal Review*. From the author, Columbia University, New York.

A discussion of the change in concept of categorical assistance since the social security act and of the financial problem caused by the earmarking of disproportionate welfare sums to those programs which can obtain federal funds for the states.

PROBLEMS IN THE COMPILATION OF DATA ON TOTAL RELIEF AND WORK PROGRAM EXPENDITURES, by Dorothy Falis Beck. 12 pp.

HOUSEHOLDS AND PERSONS RECEIVING RELIEF OR ASSISTANCE, by T. J. Woofter, Jr., and T. E. Whiting. 12 pp.

Reprints from the *Journal of the American Statistical Association*. Two of a series of papers published by the joint committee on relief statistics of the American Public Welfare Association, 1313 East 60 Street, Chicago, and the American Statistical Association, 722 Woodward Building, Washington, D. C. Price 5 cents each.

WHAT TURNING RELIEF BACK TO THE COMMUNITY MEANT IN CINCINNATI, by Ellery F. Reed. Reprinted from the *Social Service Review*. From research department, Community Chest, Cincinnati, Ohio.

The real story of a situation which received some misleading publicity and which is significant to social workers. [See *Survey Midmonthly*, January 1938, page 17.]

STANDARDS OF RELIEF: AN ANALYSIS OF ONE HUNDRED FAMILY CASE RECORDS, by Anna Roselle Johnson. 153 pp. A dissertation presented to the University of Pennsylvania towards the Ph.D. degree. Price $2.15 from Associated Publishers, Inc., 1538 Ninth Street, N. W., Washington, D. C.

A study of records from the Associated Charities of Washington, D. C. measuring the adequacy of relief from 1923 to 1933, tracing the trends in relief giving and case work treatment and relating the findings to social and health problems.

AID TO DEPENDENT CHILDREN, by Ettienne Baldwin. Prepared for and published by the Georgia State Department of Public Welfare, Atlanta.

A series of case stories showing what "mothers' aid" had meant to Georgia families. "Only a moving picture camera with sound attachments could portray accurately what the visitor saw and heard."

MINIMUM COST OF LIVING BUDGET FOR HEALTH AND DECENCY IN PITTSBURGH AND ALLEGHENY COUNTY. 45 pp. Committee on Family Budgets, Federation of Social Agencies of Pittsburgh and Allegheny County. Price 50 cents from the federation, Pittsburgh, Pa.

A revision of the minimum budget for the client family published in 1931, to bring it in line with 1937 prices.

THEY STARVE THAT WE MAY EAT, by Edith E. Lowry. Council of Women for Home Missions and Missionary Education Movement. Price 35 cents from the council, 105 East 22 Street, New York.

A vivid description of the migratory laborer in the United States, his situation in the community and his due from that community.

Miscellaneous

THE MUSIC OF THE PEOPLE, by William Van de Wall. Price $1 from the American Association for Adult Education, 60 East 42 Street, New York.

Basing its material on a nation-wide survey, this small book discusses music in the adult and community life of the United States.

OCCUPATIONAL STUDIES: GENERAL HOUSEWORKER, ADVERTISING ACCOUNTANT, JOURNALISM, ARCHITECT. Series of pamphlets from the National Occupational Conference. Price 10 cents each from the conference, 551 Fifth Avenue, New York.

Brief but fundamental guides for the seeker of authentic data on choice of a profession.

PROPAGANDA, HOW TO RECOGNIZE IT AND DEAL WITH IT. Institute for Propaganda Analysis, Inc., 132 Morningside Drive, New York. Price 60 cents (50 cents for orders of ten or more).

An experimental unit of study materials for use in junior and senior high schools calculated to prepare young people to meet propaganda which will be brought to bear on their lives, by teaching them to recognize what propaganda is and how to distinguish between that based on reason and that based on vagueness and emotional appeals.

WHY THE CIO?, by Alfred Baker Lewis. Price 10 cents.

SHALL STRIKES BE OUTLAWED? by Joel Seidman. League for Industrial Democracy pamphlet series. Price 15 cents from the league, 112 East 19 Street, New York.

The first booklet is a simple explanation of the principle of the labor union and the particular contribution and history of the CIO. The second presents the case for voluntary collective bargaining as a means to satisfactory industrial relations in the United States.

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Book Reviews

John Bull's Labour Party

THE POST-WAR HISTORY OF THE BRITISH WORKING CLASS, by Allen Hutt. Coward-McCann. 274 pp. Price $2.75 postpaid of *Survey Midmonthly.*

THIS is an absorbing account of events on the British labor scene during the past twenty years, interpreted from the author's own angle of philosophic history, which, as Harold J. Laski points out in the foreword, is "an angle which only a minority of the British Labour Party is prepared to accept." However, the presentation of the minority viewpoint has its own special value.

Mr. Hutt looks back regretfully to "the revolutionary years," just after the World War, when "it seemed that an explosion was inevitable . . . capitalism was skating on thin ice." In spite of the lack of a coordinated attack by labor, it was "only by skilful maneuvering, by employing fraud or force as required, that the government was able to dispose of its adversaries," he observes.

The reader will wish to test the validity of Mr. Hutt's interpretation against the background of his own knowledge. Certainly he will find much to merit his interest. For instance, in the matter of the first labor government, the author says that because of pressing and dangerous problems, such as unemployment, a rising militancy among the workers, a rapid increase in the labor vote, the British governing class in a daring political maneuver forestalled a possible labor majority by the immediate translation to office of a labor minority. Thus the Labour Party was "in office but not in power," and destined to suffer a loss of prestige because of inability to achieve its aims. Premier MacDonald, in failing to provide a working class government and choosing instead to be "a sort of non-party party leader," set a pattern which leaders have since followed, a policy of cooperation rather than conflict. In its attempt to keep peace with the enemy, to proceed upon the theory of "the inevitableness of gradualness," the party was to fall upon difficult days.

As for the general strike of 1926, Mr. Hutt takes the position that the government was the aggressor, that the ground had been well laid for the struggle. "The ruling class needed to fight a decisive frontal engagement with the forces of labor in order to carry through the rationalization and reorganization of industry that was urgently required if the levels of profit and capital accumulation were to be restored."

The second decade has witnessed the gradual emergence of the movement from the despair caused by the general strike defeat, the loss of morale incident to the "Great Betrayal" and the fall of the labor government in 1931, and the rising tide of unemployment in the early thirties. Militant organizations of the unemployed have sprung up and the rank-and-file groups, having come to see the working class struggle as a clearer issue, have grown more articulate in their impatience with a leadership occupied with such pursuits as Red-hunting.

Mr. Hutt closes upon an optimistic note. The unity campaign of the left-wing movement scored a sensational victory in achieving certain reforms in party organization. These are expected to provide new opportunities for putting the left viewpoint within the party leadership. He notes with satisfaction that "the official line now demands opposition to non-intervention, arms for the Spanish government and no concessions to Franco"—an achievement of pressure from the left.

The great lesson of the book, Mr. Laski points out, is the lesson on which William Morris used to insist half a century ago—that "it is the business of the Socialist Party to be socialist." Mr. Laski says further, "There is good evidence that the book is having a vital influence upon labor opinion in Great Britain. I hope that its implication will save the working class of the United States from some of the mistakes we have made."

Evanston, Ill. LISBETH PARROTT

Scientific Common Sense

THE ADOLESCENT, by Ada Hart Arlitt. Whittlesey House. 242 pp. Price $2 postpaid of *Survey Midmonthly.*

WRITTEN primarily for parents, this very readable book is equally valuable for the teacher of adolescents who needs to refresh his memory of his own adolescent days. For, as the author points out, nothing is a more frequent cause of conflict and misunderstanding than parents' forgetfulness of how they felt and acted when they were adolescents. The same is true of teachers.

The chief merit of the book is its common sense. One has the impression that what the author says is such common knowledge as to be almost self evident. But, as everyone who has had any contact with adolescents or their parents immediately will recognize, there is a vast difference between the common sense of this book and what is taken for common sense in a great many families. The book is full of the common sense of scientific research reported and interpreted in language that any parent can understand. Without seeming to write down to the non-professional reader, the author removes the mystery and pretensions from the relatively few technical terms which she finds necessary. This is something of an achievement for a book dealing largely with psychological matters. The personal relations between parents and their adolescent offspring which the author advocates are well supported by facts, for, as she points out, "Nothing is so much of a shock absorber as knowledge, and during the adolescent period both the child and the parent will be in need of the shock absorbers which knowledge provides." W. B. FEATHERSTONE

Teachers College
Columbia University

Salmon Lectures, 1937

PERSONALITY IN FORMATION AND ACTION, by William Healy, M.D. Norton. 204 pp. Price $2 postpaid of *Survey Midmonthly.*

IT is difficult to conceive of anyone better equipped than William Healy for the important task of defining the modern psychiatric conception of the human being. This he has done in the four 1937 Salmon lectures in a book filled with logical, graceful, stimulating sentences. Dr. Healy's erudition, his scientific soundness, and above all his open-mindedness have combined to enable him to answer the question, "In what sense do you psychiatrists use the word 'personality'?"

From the standpoint of the readers of *Survey Midmonthly,* it will be noteworthy to indicate Dr. Healy's strong emphasis on the importance of the interaction of the environment and the individual as compared with prenatal factors. He is highly skeptical of conclusions drawn from physiognomy or anthropological measurements or the so-called stigma of degeneration. Rather, he puts his faith, as do all psychiatrists, in a careful consideration of the main trends of the personality as evidenced by behavior, attitude, energy patterns, effectiveness and personal satisfaction, relating these as far as possible to their developmental origin in the early experiences and the interaction of the instinctual impulses with the forces of reality. In this, naturally, he gives full consideration to the knowledge newly obtained from psychoanalytic research.

The book is well integrated, systematically constructed, gracefully written. From the scientific standpoint the reviewer can find little fault with it. His experiences have not been the same as Dr. Healy's with reference to the unimportance of sibling position in the family; he does not quite agree with the implications that "a page from Freud" is synonymous with taboo subject matter.

Social workers may object on principle to Healy's lack of sympathy with the opposition to child labor; his idea is clear enough but it is questionable whether the selfish opponents of proper child labor

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legislation should be given even this crumb of scientific support. Healy fully makes up for possible ambiguity on this point with his penetrating comments on the subjective factors in the administration of the law, the psychopathic elements in some business organizations and the educational defect which produces youth with a lack of social vision and of any ambition for leadership.

KARL A. MENNINGER, M.D.
Topeka, Kans.

Success Story

THE CONQUEST OF CHOLERA, by John S. Chambers, M.D. Macmillan. 366 pp. Price $4.75 postpaid of *Survey Midmonthly*.

FROM the viewpoint of a nurse or social worker this story of "America's greatest scourge" is fascinating. Dr. Chambers' style of writing is simple, easy and attention-holding. He paints a panorama of medical history leading up to the year 1832 when cholera first invaded the New World. Against this background he gives us a vivid picture of shiploads of human beings leaving Ireland en route to the new homeland, hundreds never to reach it but to have their bodies dropped into the sea, victims of the deadly pestilence.

Cholera came first to Canada, but it soon traveled on. Down the Atlantic seaboard, out into the interior of the continent, down into Mexico it went. Entire families were wiped out overnight. Cities and towns were laid low. Business ceased as business leaders fled. Prominent doctors "declared that cholera was not catching." They told the people there was no way of escape since "the disease was caused by some poison in the air from which one could not run away."

The struggles of scientists and physicians working under handicaps of ignorance and superstition are described vividly. History, biography and romance are interwoven in the story of this conquest —a story which follows through the last cholera epidemic and shows clearly to whom we owe thanks for its being the last.

There are maps, photographs of men and places and reproductions of descriptive prints. It will not be surprising if The Conquest of Cholera soon becomes an international best-seller.

New York BEULAH FRANCE, R.N.

Beautiful, Brainy, or Nice

LISTEN LITTLE GIRL, by Munro Leaf. Stokes. 196 pp. Price $1.50 postpaid of *Survey Midmonthly*.

WITHOUT being too discouraging to the would-be career girl, this timely book gives a true picture of what girls may expect from New York in the way of jobs. The big city has been almost every girl's dream of romance and opportunity, and there have been just enough spectacular stories of the home-town-girl-makes-good type to create many illusions about New York's real opportunities. Mr. Leaf's book with its illuminating analysis of jobs for women in every field gives a realistic idea of the opportunities, and a real, if somewhat gloomy, picture of what these jobs demand from those seekers of careers who pour in every year with such high hopes.

Would-be workers in New York, says Mr. Leaf, may be classified into three general groups: the beautiful, the brainy, and the nice. For each there are certain possibilities, but there are also many disillusioning handicaps. For the beautiful there are glamorous jobs as models and show girls, but the way is hard and real rewards are for a favored few. What these nicely reared small town girls have to "take" on such jobs would shock some of the folks back home.

For the brainy girl there are jobs in advertising, book publishing, and department stores, where she may gain the junior executive class and where rewards are lucrative, if she can take the fierce competition and keep her nervous system intact.

For the nice girl there is social service, teaching, hostess or secretarial work. These jobs lack glamour, but for those who have a desire to do good in a wicked world, they afford plenty of outlet. Mr. Leaf settles, once and for all, the moot question of whether or not to take a sec-

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WORKS PROGRESS ADMINISTRATION

retarial course, by disclosing that a secretarial job is a good wedge into any field. Once in a business in the disguise of secretary, the chances are good for developing into something else.

Finally, Mr. Leaf concludes that, even after reading his book, few will be deterred from trying New York for themselves, and he hastens to give a little advice about where to live on the least amount, and where to buy clothes to make an appearance on next to nothing.

He is most pessimistic on the possibility of romance, and cites statistics to show that whether or not New York is a good place to find a career, it is not the best place to find a husband.

JEAN L. SHEPARD
Director of Executive Personnel
New York

For Tomorrow's Educators

CHINA THROUGH A COLLEGE WINDOW, by William G. Sewell. Friendship Press. 183 pp. Price $1 postpaid of *Survey Midmonthly*.

THERE has been some talk of combining a number of the smaller Christian colleges of China in a single university which could offer a wider choice of studies and better facilities for graduate work. In this little book, an English science teacher, by telling simply and sincerely about his own experiences at one of these smaller inland colleges, makes a good case for their continuance. At least, he shows that this more intimate contact between faculty members and students—who more often are drawn from the working population in small cities than in large ones—should not lightly be given up.

Devoted western teachers who are mainly concerned in an exchange of the higher values of eastern and western cultures need not, however, accept the many special problems of the missionary college built by foreigners. There is a welcome for them in institutions under Chinese administration if they are willing to accept positions on a basis of real equality with their Chinese colleagues. Incidentally, the author tells us much about the inner life of the Chinese students who once again are playing a valiant part in their country's emancipation.

New York BRUNO LASKER

Religion and Therapy

THE SOUL DOCTOR, by Charles Reed Zahniser. Round Table Press. 209 pp. Price $2 postpaid of *Survey Midmonthly*.

HERE is a recognition of the fact that ministers often are faced with extreme problems of members of their parishes with which they are not at all equipped to cope, and yet with which to some extent, they must deal if they are to be of real service to their churches Theology as taught in most theological seminaries does not fit a minister to recognize mental and emotional difficulties

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among his parishioners nor does it give him wisdom with regard to his own attitude toward such difficulties.

To judge from the number of books now being written on this subject ministers themselves as well as doctors and social workers are becoming increasingly aware that life in this complicated world of today puts overmuch strain on the human personality. It is logical that the minister is often the one who sees the results of this strain when its evil effects are just beginning to show. A suffering person will often seek help from his minister before he will consider consulting a medical specialist or a social worker. If the minister were better prepared to deal with such problems perhaps much preventive work might be done.

But there are many pitfalls in the way. It may be that such a book as this, written in the form of fiction and by a layman in the field of psychiatry or clinical psychology, does not take sufficient account of these pitfalls. On the other hand the hero of this story, the pastor of an important city church, had spent some time not only in study of psychological problems of personality, but had worked in hospital and case work agencies as a volunteer and so was in direct cooperation with those more skilled than himself.

This reviewer rather deprecates the presentation of the material as fiction. The direct account of a minister's experience and success with religious therapy would seem simpler and more impressive. The subject is one of great importance and a clear recognition of possibilities in this field, cautions to be observed and skills which of necessity must be acquired, is greatly to be desired on the part of doctors, religious training schools and ministers themselves.

ELEANOR HOPE JOHNSON
Hartford, Conn.

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Good Religion; Good Drama

TEN ONE-ACT PLAYS, selected and edited by Fred Eastman. Willett, Clark. 230 pp. Price $2 postpaid of *Survey Midmonthly*.

DOES a so-called "religious" play have to be goody-goody? Must its theme be coldly remote from the hot spots of modern life? Must its characters wear the flowing robes of antiquity and speak in biblical language? Or might a play built around some present day conflicts, with its characters wearing modern dress and speaking plain English, still qualify as "religious"?

Fred Eastman, professor of biography, literature and drama at the Chicago Theological Seminary, thinks it might, and submits as evidence a collection of ten one-act plays that he judges to be not only good religion but good drama.

Conflict is the heart of drama, and these plays have as their themes some emotional conflicts which strike close home to the audience of today: how war destroys human values; the choice between nationalism and religion; the struggle to keep beauty alive in sordid surroundings; the struggle of modern youth in a war-threatened world. They ought to be worth examining by the harassed director of a church, school or club dramatic group who is searching for a play that has ethical and spiritual value without being preachy, hackneyed or over-sentimental.

In a concluding chapter, Religious Drama in the United States, Mr. Eastman presents some findings from a recent study made by the religious drama department of the seminary. The conclusions are that religious drama today is high in quantity and low in quality, and that unless the quality can be improved, drama in the church will be scrapped, an irreparable loss, both to the church and to the drama. The church today, Mr. Eastman holds, tends to direct its message primarily to the intellect. Yet people in this industrial and mechanized civilization are emotionally starved and need to have the spiritual values of modern life interpreted. What can do this better than drama, which has reached its greatest glory in the service of God?

The work of playwrights who have written for the commercial stage as well as for the church, these plays escape most of the pitfalls into which amateur writers often fall. The authors are not obviously trying to get across a "message." Their first idea has been to tell a story dramatically, with strong characterization, natural dialogue and sustained action. These plays can't be done in makeshift fashion, with a couple of rehearsals and a prayer, but they would be well worth doing well.

Chicago, Ill. BARBARA ABEL

Behavior Code

YOUTH AND SEX, A STUDY OF 1300 COLLEGE STUDENTS, by Dorothy Dunbar Bromley and Florence Haxton Britten. Harper. 303 pp. Price $3 postpaid of *Survey Midmonthly*.

A PHASE of human existence of persistent interest is the question of human happiness with its two great factors, love and sex. At various periods these elements have been fused, at other times

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THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

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TUSKEGEE INSTITUTE, Tuskegee Institute, Alabama. Founded by Booker T. Washington. High school and college both accredited. Curricula designed to prepare Negro students to meet the vocational and social needs of successful living. F. D. Patterson, President.

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Religious Organizations

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NATIONAL CONFERENCE OF SOCIAL WORK—Paul Kellogg, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-sixth annual convention of the Conference will be held in Buffalo, New York, June 18-24, 1939. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Directors, Harry W. Laidler and Norman Thomas, 112 East 19th Street, New York City.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Recreation, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

separated, but always they are of prime importance to the human race. The individual alone and unaided has never been able to create a code of behavior but a whole generation can modify the old and create the new.

In this book the authors study a new code of sex behavior slowly evolving under the pressure of physical instinct and economic opportunity. They find it a process, rather than an end, lacking the spiritual content necessary for a satisfying and lasting code.

The facts are stated in the introductory chapter: "A survey of the sex mores of 1364 college men and women furnishes the factual basis for this book . . . from forty-six colleges and universities of all types . . . from coast to coast. Half of the men and one quarter of the women juniors and seniors in American colleges today have had premarital sex intercourse. One third of the virgin men had been restrained by standards and ideals, one third by various fears . . . a higher proportion of the girls mentioned standards and ideals. Yet as many as 64 percent of these were prepared to break with conventions. The majority felt that love justified an intimate relationship."

The book presents a detailed analysis of these generalizations. It is well written, clear, dispassionate, valuable and should be of service to all older people dealing with youth today, although some may feel a lingering doubt of the representativeness of the students interviewed.

GULIELMA F. ALSOP, M.D.
Barnard College

No. 1 G-Man Looks at Crime

PERSONS IN HIDING, by J. Edgar Hoover. Little, Brown. 325 pp. Price $2.50 postpaid of *Survey Midmonthly*.

"THERE is no romance in a dead rat," remarked J. Edgar Hoover of the late John Dillinger; nevertheless the reader will find plenty in this collection of twice told tales. There is Eddie Bentz, lover of rare books and good country clubs when not engaged in bank robbery; his preceptor, Eddie Doll who married a virtuous woman and gave up safe-cracking for chicken farming only to find that he was too late; the Black Man who conducted automobile thefts upon an international scale and whose arrest caused a drop of 15 percent in insurance rates; vicious Ma Barker; Lady Macbeth in modern dress, the wife of Machine Gun Kelly; and the fabulous Gaston Means whose adventures even included service as an agent of the Federal Bureau of Investigation in the slipshod days before Mr. Hoover was director.

The casual reader will find these stories entertaining, but the student will be annoyed by homilies based upon an atavistic criminology. Social scientists, who do not think of the criminal in terms of the Lombrosian myth and who would individualize his treatment rather than fitting the punishment to the crime in the classical manner, are derided as: "sentimental moo-cows of scant knowledge but loud voices who are forever interfering with businesslike law enforcement by their turn-the-other-cheek theories of crime eradication." Mr. Hoover believes that the criminal should be regarded with utter revulsion; that his descent is self-willed.

Despite the fact that only seven out of every thousand persons arrested and reported to the Federal Bureau of Investigation were on parole at the time of arrest, parole is defined as "turning loose the human mad dog." Although a few lines of praise are given to the federal parole system, the book will increase popular prejudice and retard enlightenment on methods for social reassimilation of the convict. Mr. Hoover excuses slums from any major responsibility for crime because some big criminals have come from small towns, and because our crime rate exceeds that of other countries which have slums as bad as ours. He hints that the true cause of crime is not the manner in which people live, but the viewpoint which leads them to believe they can change their mode of living by dishonest means and get away with it.

He is more convincing when he attacks the association of crime with politics, "the renegade attorney who more than any other agency has made it possible for law infraction to gain a stranglehold upon America"; the doctor who ministers to gangs; insurance men who suborn a felony by the purchase of stolen articles; dishonest bankers who acquire stolen property to cover their own speculations; and, in the background, the overindulgent parent and apathetic citizen.

JAMES HARGAN
Former psychologist, Sing Sing Prison
Ossining, N. Y.

Profit or Loss

PROFIT SHARING FOR WAGE EARNERS, by C. Canby Balderston. Industrial Relations Counselors, Inc. 156 pp. Price $2 postpaid of *Survey Midmonthly*.

PROFIT sharing has been offered time and again as a panacea for industrial ills. As Professor Balderston suggests, its proponents have often been filled with missionary zeal. Whether because of a sincere belief that employes should benefit with owners in time of profitable business, a hope that profit sharing might allay or prevent labor troubles, or a feeling that the company might better give some of its profits to its employes than to the government in undistributed profits tax, the idea of profit sharing has gained considerable impetus recently.

This book not only summarizes well the experience with profit sharing in the United States and Great Britain, but it

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also weighs the fundamental problems involved. The appendices containing a detailed description of three plans and a summary analysis of provisions of American and British plans are useful for reference. The discussions of the need for a clear understanding of aims and policies are recommended to anyone studying the subject and particularly to any executive thinking of establishing a profit sharing plan in his company. Perhaps, after reading this, he will decide against such a plan. At least he will know some of the objectives that cannot be gained through profit sharing and will study a little more carefully the particular type of plan to be tried.

The author divides profit sharing plans into "immediate distribution" and "protective" types. The former provides for the distribution of cash bonuses, the latter is designed to enhance the employes' financial security. The conclusions definitely favor the latter type and reflect the trend towards considering private industrial plans for employe security as important supplements to compulsory governmental programs. HELEN BAKER
Industrial Relations Section
Princeton University

A Liberal and His "Causes"

RELIGION AND PUBLIC AFFAIRS, edited by H. F. Rall. Macmillan. 240 pp. Price $2 postpaid of *Survey Midmonthly.*

GREAT are those individuals who are possessed by important principles. This book is an attempt to find a man by looking among the causes in which he has lost himself. The man is Francis J. McConnell, twenty-five years a Methodist bishop and an embodiment of American liberal traditions. Seven principles which claim the allegiance of Bishop McConnell are discussed.

The first and best treatment deals with a principle of which Woodrow Wilson said: "The fortunes of mankind are now in the hands of the plain people; satisfy them and you have not only justified their confidence, but established peace." Heber Blankenhorn of the NLRB describes the 1920 McConnell-led steel study, which revealed conditions which the government now is recognizing with tardy amazement in the La Follette civil liberties committee findings. It is a story scientifically and thrillingly told. Other chapters deal less effectively with the desperately vital principles involved in human freedom, human security and human relations. A philosophical chapter is academically sound but gummy compared with the ideas Bishop McConnell himself syndicated week by week in his column. George A. Coe has a corking chapter on the significance of public opinion to the plain people.

It is a pity that Franklin Rall (who begins the book with a fine essay on the life of Bishop McConnell) closes with a chapter on religion and social change, without any reference to the genius of McConnell. Had the editor made this reference he would have achieved more coherence in the volume. Moreover, had this excellent theologian really analyzed McConnell's concepts of social change he might have been forced to refer also to MacIver, Ogburn, Young, Lynd, perhaps some anthropologists and certainly some economists. Every reader will give three cheers for Bishop McConnell if the study of his social ideas compels theologians to sweat over the social sciences.
New York EVERETT R. CLINCHY

Crucial Questions

HOW YOU CAN GET A JOB, by Glenn L. Gardiner. Harper. 226 pp. Price $1.50 postpaid of *Survey Midmonthly.*

HOW can I get a job? If the answer, sought by so many, were to be found in books alone, I am sure that this one would do the trick. Of the numerous volumes on this topic published during the past decade which I have examined, this seems to me one of the best.

In each of ten chapters the author attempts to answer a number of questions. There are in fact 213 specific questions from which the following four have been picked at random: "How should I describe my experience record?"; "How should I follow up my letter of application?"; "How may I benefit by an employment interview even though I do not get the job?"; "How can new prospects for my services be uncovered?" The author's approach is straightforward, not "preachy"; the answers to questions usually have grown out of his practical experience. They are direct and different.

This volume should be in the hands not only of youth between the ages of seventeen and twenty-five, but also of those over forty who are faced with the problem of seeking employment. It would provide them with some of the necessary techniques of selling themselves. It is an essential for the bookshelf of vocational counselors, placement interviewers, and social case workers.
ROY N. ANDERSON
Teachers College, Columbia University

Hardy Perennial

PRINCIPLES OF SOCIOLOGY, by Edward Alsworth Ross. Appleton-Century. 728 pp. Price $4 postpaid of *Survey Midmonthly.*

THE third revision of Professor Ross's widely used textbook is an improvement both in format and phrasing, although the author long has been justly distinguished for the vigor and facility of his style. The general organization remains much the same, but Part XI now consists of two entirely new chapters, Foreshadowing of the Next Culture, and Retrospects and Prospects, in place of the old somewhat dubious five "sociological principles" which have been incorporated into the conceptual organization where they belong. The discussion of Conflict and Adaptation, to which has been added a chapter on war, is one of the best brief discussions of social conflict in sociological literature.

There are some points which are controversial, such as the author's apparent faith in eugenics, the idea of folk-depletion, the handicapping of the "only child," but most American sociologists probably would agree that Professor Ross has given a fair and balanced presentation of the current content of sociology, even though they might prefer a different terminology. Some may feel that the charts and statistics in Part I should have been based more largely on the 1930 census, but the author may be contemplating another revision after the 1940 census. In any case, the data from the earlier censuses are just as useful for his purposes.

Most sociologists would agree heartily with the prefatory statement that any long time forecast of the future of society is impossible, that the immediate outlook is discouraging because of "superheated nationalism," and that there has been tremendous improvement in the internal conditions of most countries during the last half century. The author thinks sociology "bids fair to end the 'panacea' cult."

This is probably as satisfactory an introduction to sociology as we have, and the most interesting. It could be read profitably by all educated adults who aspire to social intelligence. READ BAIN
Miami University, Oxford, Ohio

Run of Shelves

LABOR PROBLEMS IN AMERICAN INDUSTRY, by Carroll R. Daugherty. Houghton Mifflin. 984 pp. Price $3.50 postpaid of *Survey Midmonthly.*

THE fourth edition of this notable textbook includes new material on employers' anti-union tactics, industrial unionism, the CIO movement, sit-down strikes, the organization of the unemployed, and on the present part of government in industrial relations. The author, professor of economics at the University of Pittsburgh, has also added an analysis of the social security act and the national labor relations act, and a chapter on problems of industrial autocracy.

THE NEGRO'S STRUGGLE FOR SURVIVAL, by S. J. Holmes. University of California Press. 296 pp. Price $3 postpaid of *Survey Midmonthly.*

SUBTITLED "a study in human ecology," this is a careful analysis from a broad biological point of view, of the Negro's physical survival in the face of the admitted handicaps of higher mortality rates of both chronic and epidemic disease. The author concludes that gradual immunity is being established, which if combined with improved socio-economic status, may increase the population ratio of the Negro. From that situation, itself a favorable eugenic demonstration of improved adaptability combined with inherent vitality, the author anticipates an increase in racial tension.—A. L.

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